

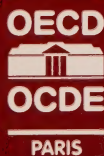
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Development
Co-operation
Review Series

Canada




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Development Assistance Committee

1994
No. 5





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Development
Co-operation
Review Series

Canada

1994 No. 5

Development Assistance Committee

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

Pursuant to Article 1 of the Convention signed in Paris on 14th December 1960, and which came into force on 30th September 1961, the Organisation for Economic Co-operation and Development (OECD) shall promote policies designed :

- to achieve the highest sustainable economic growth and employment and a rising standard of living in Member countries, while maintaining financial stability, and thus to contribute to the development of the world economy;
- to contribute to sound economic expansion in Member as well as non-member countries in the process of economic development; and
- to contribute to the expansion of world trade on a multilateral, non-discriminatory basis in accordance with international obligations.

The original Member countries of the OECD are Austria, Belgium, Canada, Denmark, France, Germany, Greece, Iceland, Ireland, Italy, Luxembourg, the Netherlands, Norway, Portugal, Spain, Sweden, Switzerland, Turkey, the United Kingdom and the United States. The following countries became Members subsequently through accession at the dates indicated hereafter: Japan (28th April 1964), Finland (28th January 1969), Australia (7th June 1971), New Zealand (29th May 1973) and Mexico (18th May 1994). The Commission of the European Communities takes part in the work of the OECD (Article 13 of the OECD Convention).

In order to achieve its aims the OECD has set up a number of specialised committees. One of these is the Development Assistance Committee, whose Members have agreed to secure an expansion of aggregate volume of resources made available to developing countries and to improve their effectiveness. To this end, Members periodically review together both the amount and the nature of their contributions to aid programmes, bilateral and multilateral, and consult each other on all other relevant aspects of their development assistance policies.

The Members of the Development Assistance Committee are Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Luxembourg, the Netherlands, New Zealand, Norway, Portugal, Spain, Sweden, Switzerland, the United Kingdom, the United States and the Commission of the European Communities.

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CANADA

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Foreword

The Development Assistance Committee (DAC) conducts periodic reviews to improve the individual and collective development co-operation efforts of DAC Members. The policies and efforts of individual Members are critically examined approximately once every three years. Some seven programmes are examined annually.

The peer review is prepared by the Secretariat. The country under review provides a memorandum setting out the main developments in its policies and programmes and the Secretariat visits the capital to interview officials, parliamentarians, and NGO representatives of the donor country to obtain a first-hand insight into the current issues surrounding the development co-operation efforts of the Member concerned. Brief field visits investigate how Members have absorbed the major DAC principles and concerns and examine operations in recipient countries, particularly with regard to sustainability, environment, women in development, participatory development, and local aid co-ordination.

Putting all this information and analysis together, the Secretariat prepares a draft report on the Member's development co-operation which is the basis for the DAC review meeting at which senior officials from the Member under review discuss a series of questions posed in a brief document: "Main issues for the Review". These questions are formulated by the Secretariat in association with officials from two other DAC Members acting as "examiners", who have also visited the donor capital to investigate trends and issues in the programme. The main discussion points and operational policy recommendations emerging from the review meeting are set out in the Summary and Conclusions section of the publication.

This publication contains the Summary and Conclusions as agreed by the Committee following the review on 24 June 1994 in Paris and the Report prepared by the Secretariat for the DAC's Review of the development co-operation policies of Canada. The report is published on the authority of the Secretary-General of the OECD.

James Michel
DAC Chair

List of acronyms

ACCT*	Agence de coopération culturelle et technique
AfDB	African Development Bank
AfDF	African Development Fund
AsDB	Asian Development Bank
AsDF	Asian Development Fund
AED	Audit and Evaluation Division
AG	Auditor General
BOJ	Bank of Jamaica
CAST	College of Arts, Science and Technology
CCIC	Canadian Council for International Co-operation
CCO	Canadian Co-operation Office
CDB	Caribbean Development Bank
CDPF	Country Development Policy Framework
CEECs	Central and Eastern European countries
CGCED	Caribbean Group for Co-operation in Economic Development
CGIAR	Consultative Group on International Agricultural Research
CIDA	Canadian International Development Agency
CPF	Country Policy Framework
EBRD	European Bank for Reconstruction and Development
EDC	Export Development Corporation
ENACT	Environmental Action
ESAF	Enhanced Structural Adjustment Facility
GEF	Global Environment Fund
GDP	Gross Domestic product
GNP	Gross national product
GOJ	Government of Jamaica
IDB	Inter-American Development Bank
ICERDC	Inter-Departmental Committee on Economic Relations with Developing Countries
ICHRDD	International Centre for Human Rights and Democratic Development
ICOD	International Centre for Ocean Development
IDA	International Development Association
IDRC	International Development Research Centre
IEPF*	Institut de l'énergie des pays ayant en commun l'usage du français
IFAD	International Fund for Agricultural Development
IFIs	International Financial Institutions
IMF	International Monetary Fund
INC	Industrial co-operation
INGOs	International non-governmental organisations
IPF	Indicative Planning Figure
IPPF	International Planned Parenthood Foundation
JAMPRO	Jamaican Promotions Corporation
MFA	Multi-Fibre Arrangement
NAFTA	North American Free Trade Agreement
NaTCAP	National Technical Co-operation Assessment and Programme
NATO	North Atlantic Treaty Organisation
NGO	Non-governmental organisation
NIS	New Independent States
ODA	Official development assistance
OECD	Overseas Economic Cooperation Fund
OOE	Other official flows
PAMSCAD	Programme of Actions to Mitigate the Costs of Adjustment
PCIAC	Petro-Canada International Assistance Corporation
PIOJ	Planning Institute of Jamaica
PSD	Private sector development
PSDFund	Private Sector Development Fund
PSIP	Public sector investment programme
PTA	Preferential Trade Area for Eastern and Southern Africa
RDPF	Regional Development Policy Framework
REE	Renaissance Eastern Europe
SADC	Southern African Development Community
SNAP	Soils Nutrients for Agricultural Productivity
SPA	Special Programme of Assistance for Africa
SSA	Sub-Saharan Africa
UN	United Nations
UNCED	United Nations Conference on Environment and Development
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
USAID	United States Agency for International Development
WID	Women in development
WFP	World Food Programme

* Denotes acronym in original language.

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Introduction

Canada has played a vital role in a global system of development financing, especially since 1945. Canada has been a major contributor to the efforts of the United Nations system of development and the development banks, with particular emphasis on the process of least parts of the developing world, with particular emphasis on the Caribbean.

Through the years the Canadian Government has made major contributions to the development of a number of innovative approaches, such as joint venture and partnership, which have been the backbone of development organisations. Through the years the Government of Canada has been a major contributor to the development of a number of innovative approaches, such as joint venture and partnership, which have been the backbone of development organisations.

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Canada is the largest donor of ODA, and has been a major contributor to the development of a number of innovative approaches, such as joint venture and partnership, which have been the backbone of development organisations. Through the years the Government of Canada has been a major contributor to the development of a number of innovative approaches, such as joint venture and partnership, which have been the backbone of development organisations.

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Summary and Conclusions

A major foreign policy review and debate is underway in Canada at the time of this DAC review. Canadian officials described the process to the Committee, indicating how the role of development co-operation has been placed in the wider context of foreign policy and international economic and trade relations in this re-examination.

Canada has played a vital role as a global partner in international development co-operation. In conjunction with other donors, Canada has made distinctive contributions to the stability, economic growth and human progress of large parts of the developing world, with notable development successes.

The potential exists for Canada to continue to make major contributions, not only in traditional ways, but in a number of innovative approaches built upon learning and experiences already being tested by Canadian development organisations. Examples include the exploration of new ways to build sustainability into development programmes, by raising standards of respect for human rights and the rule of law, improving governance, and stepping up population assistance.

The Canadian International Development Agency (CIDA) and other organisations in the Canadian development co-operation framework are clearly valuable assets which will equip Canada to continue to play a dynamic role in the international development co-operation system. As Canadian policy makers seek ways to update and strengthen Canada's foreign policy, the international community will want them to be fully aware of the opportunities to build on Canada's record of achievement and experience, and thus sustain Canada's contribution to economic growth and human security in the world of the 21st century.

However, the Canadian development programme cannot fulfil its role effectively if sufficient resources to support it are not available. Canadian aid volume has levelled off in recent years, and fell significantly between 1992 and 1993 from \$2 515 million to \$2 136 million, a drop of more than 10 per cent in real terms and 15 per cent in current terms. Announced budget plans called for a 2 per cent cut in aid starting in 1994-95, which would then remain level for the following two years. This will undoubtedly mean a further drop in real terms, which, prior to 1993, had occurred only once in the past decade when there was a 9 per cent drop in 1989. Some special features of the pressures in the Canadian economy and public finance were presented by Canadian officials.

Canada's actual and planned decreases in aid volume could seriously weaken the highly regarded Canadian aid programme and cause material and psychological setback for the global co-operative effort. On the basis of the global need and its own record of accomplishment, influence and learning in development co-operation, there are strong grounds for Canada to set its sights once again on the target of reaching 0.7 per cent of gross national product (GNP) and establish a phased programme of steady growth in that direction.

Canada is the eighth ranking DAC Member in official development assistance (ODA) volume. It occupies a unique place in the international donor system, being the only donor country in both the Commonwealth and *la Francophonie*, at the same time a G7 country, and one which has also identified itself with the group of "Like-minded Countries" (Denmark, Finland, Netherlands, Norway and Sweden).

Canada's multilateral involvement has been noteworthy in that Canada is a member of all the major multilateral development banks and their funds, playing an active role in them as well as in a full range of other multilateral co-operation programmes. Canada has adopted a more selective approach to its multilateral contributions, reducing them to a number of multilateral development banks and funds in response to budgetary pressures. In a few cases, budgetary restraint, as well as questions about effectiveness and efficiency of certain organisations have resulted in decisions by Canada to reduce the number of organisations it supports. At this stage, Canada's multilateral contributions, at 36 per cent of ODA in 1993, are slightly above the DAC average.

Canada's bilateral programme has world-wide reach and is managed by a professional development agency, CIDA, which is widely respected for its committed, competent staff. The Canadian programme not only has bilateral activities, but in its partnership approach it engages large numbers of Canadian non-governmental organisations (NGOs) and the private sector, permitting such partners to propose programmes and activities to

assist recipient developing countries, to be financed by CIDA or cofinanced with the partners. This system is intended not only to marshal the talents, capabilities, and constituencies of NGOs and the private sector, but also to harness fresh and innovative approaches in the programme.

Canada is proceeding with the renewal of its management for CIDA, based on its Strategic Management Review, which was supported by the recommendations of Canada's Auditor General (AG). This plan is aimed at streamlining CIDA's business processes, introducing results-based management, and improving relationships with stakeholders and the public. Strengthening the practical feedback from CIDA's evaluation activities is also part of the plan. Many other DAC Members are also dealing with the issue of how to improve their own management and be better able to report on the effectiveness of their aid programmes and the sharing of experience on these issues makes an important contribution.

Canada's programme has taken on board a number of cross-cutting issues and done so in a dynamic manner. CIDA has for many years been active in the fields of women in development (WID), environment, and private sector development. However, the sustainable development agenda as related to population growth, which is unsustainable in some developing countries, has received comparatively little attention or funding in the past. Canada's draft statement on population will need to be implemented with ample resources so that this vital aspect of the Canadian programme can be given the impetus it needs.

Canada's regional policy for Africa has for some years given a higher profile to encouraging regional co-operation and integration themes. There is a more general opportunity emerging for Canada and others to support greater regional co-operation and integration in Africa, giving particular attention to Southern Africa, in the wake of the elections in South Africa, and to West Africa following the devaluation of the CFA franc and related measures. Given the fact that improved co-ordination and co-operation between African countries, regional bodies and external support agencies are necessary for the future development of Africa, further joint work in pursuing the goal of greater regional co-operation in Africa will be required.

At the last aid review of Canada, in December 1990, the issue of the dispersion of the Canadian aid effort was raised. In terms of the numbers of its partner countries, and the extent of programming attempted, Canadian aid is slightly less concentrated than comparably-sized programmes of other DAC Members. Insofar as the forms or channels of aid are concerned there are some indications that Canada has a comparatively large number of them, and this issue was raised in CIDA's strategic management review and by the AG of Canada. This programme dispersion issue is being addressed by CIDA's Renewal Plan to the extent that it can be resolved by CIDA's management practices. Dispersion is also likely to be considered in the current foreign policy review.

Coherence in the range of Canadian policies affecting development co-operation is addressed on the government level by the Inter-Departmental Committee on Economic Relations with Developing Countries (ICERDC) which is chaired by the Department of Foreign Affairs and International Trade, and includes representatives from other appropriate departments and CIDA. Issues related to developing countries are gaining importance as Canadian policy prepares to adjust itself to the impacts on developing countries of the conclusion of the Uruguay Round and the realisation of the North American Free Trade Agreement (NAFTA).

Chapter I

Volume

A. Canadian aid volume and foreign policy

A major foreign policy review and debate is underway in Canada. The role of development co-operation has been placed in the wider context of foreign policy and international economic and trade relations in this review. It is widely recognised that Canada has played an important role as a global partner in international development co-operation and has made distinctive contributions to the stability and economic progress of the developing world.

The potential exists for Canada to continue to make major contributions, not only in traditional ways, but in a number of innovative approaches already being tested by Canadian development organisations, such as the exploration of new ways to make development sustainable, raising standards of respect for human rights and the rule of law, improving governance, and stepping up population assistance. CIDA and other organisations in the Canadian development co-operation framework are clearly assets which will enable Canada to continue to play a major role in the international development co-operation system and thus contribute to global economic growth. As policy makers seek ways to update and strengthen Canada's foreign policy, they will also be concerned with its strategy and commitment in the field of development co-operation where there is an opportunity to build on Canada's record of achievement and experience.

However, the Canadian development programme cannot be effective if the resources to support it are not available. Canadian aid volume has levelled off in recent years and dropped in 1993. Budget plans announced call for a 2 per cent cut in aid starting 1994-95. This will probably mean a further drop in real terms, which prior to 1993 has only occurred once in the past decade in 1989.

B. Official development assistance

Canadian ODA disbursements fell by more than 10 per cent in real terms and 15 per cent in current terms between 1992 and 1993 from \$2 515 million to \$2 136 million (see Tables 1, 2, and Graph 1). Between 1992 and 1993 bilateral ODA dropped more than 15 per cent from \$1.7 million to \$1.4 million while multilateral ODA dropped 1 per cent from \$809 million to \$772 million, both drops expressed in real terms. As a share of GNP ODA net disbursements dropped from 0.46 to 0.40 per cent.

Up to 1992 Canadian ODA volume showed an upward trend. There was uninterrupted ODA growth since 1983 except for 1989, when disbursements fell by 9 per cent. ODA increased on average by 7 per cent annually 1982/83-1987/88 but between 1987/88-1992/93 the rate turned negative, -1.3 per cent annually, yielding an average annual growth rate of 2.7 per cent for the ten years 1982/83-1992/93 about equal to the DAC average. Canada's ODA share in total DAC aid in 1992 was 4.1 per cent while Canada's GNP share in total DAC GNP was 3 per cent.

Canada has adopted the 0.7 per cent ODA volume target, but without a time limit. An intermediate 0.5 per cent target set in 1980 was attained ahead of time in 1984. Since then a series of volume targets have been postponed and, against the background of budget constraints, seem increasingly distant. Volume plans have been as follows:

1980: 0.5 per cent of GNP in 1985/86; best efforts to reach 0.7 per cent in 1990/91; 1984: 0.5 per cent of GNP in 1985/86; 0.6 per cent in 1990/91; 0.7 per cent in 1995/96; 1986: 0.6 per cent of GNP in 1995/96; 0.7 per cent in the year 2000; 1989: 0.43 per cent of GNP in 1989/90; increase by 0.02 per cent in 1990/91 and by 0.005 per cent during the next three years to reach 0.465 per cent in 1993/94; 1990: 5 per cent cash growth in the ODA budget in 1990/91 and 1991/92; 0.47 per cent of GNP in 1994/95.

Table 1. Main ODA volume indicators

i) Disbursements and commitments						
	Two-year averages over ten-year period			1991	1992	1993
	1982/83	1987/88	1992/93			
ODA net disbursements						
Current prices and exchange rates						
(\$ million)	1 313	2 116	2 326	2 604	2 515	2 136
Bilateral	838	1 421	1 535	1 789	1 706	1 364
Multilateral	475	695	790	815	809	772
1992 prices and exchange rates						
(\$ million)	1 823	2 553	2 388	2 497	2 515	2 262
Bilateral	1 165	1 714	1 575	1 716	1 706	1 444
Multilateral	657	838	813	782	809	817
National currency (C\$ million)	1 619	2 694	2 898	2 984	3 040	2 756
Bilateral	1 033	1 809	1 911	2 050	2 063	1 760
Multilateral	586	885	987	934	978	996
GNP ratios (%)	0.43	0.48	0.43	0.45	0.46	0.40
Bilateral	0.28	0.33	0.28	0.31	0.31	0.26
Multilateral	0.16	0.16	0.15	0.14	0.15	0.15
ODA commitments						
Current prices and exchange rates						
(\$ million)	1 577	2 665	1 381	2 654	2 762	..
Bilateral	973	1 777	951	1 772	1 902	..
Multilateral	604	887	430	882	860	..
GNP ratios (%)	0.52	0.61	0.26	0.46	0.50	..
Bilateral	0.32	0.41	0.18	0.31	0.35	..
Multilateral	0.20	0.20	0.08	0.15	0.16	..

ii) Average annual growth rates of ODA disbursements in real terms						
	1982/83-1987/88	1987/88-1992/93	1982/83-1992/93	For reference: Total DAC		
				1981/82-1986/87	1986/87-1991/92	1981/82-1991/92
Percentages						
Total ODA	7.0	-1.3	2.7	2.5	2.6	2.5
Bilateral	8.0	-1.7	3.1	3.7	2.4	3.1
Multilateral	5.0	-0.6	2.1	0.3	2.9	1.6
<i>Memo items:</i>						
GNP growth in real terms	4.6	1.0	2.8	2.9	2.6	2.7

iii) Share in total DAC						
	Two-year averages over ten-year period			1990	1991	1992
	1981/82	1986/87	1991/92			
Percentages						
Total ODA	4.6	4.7	4.4	4.7	4.6	4.1
Bilateral	4.6	4.3	4.2	4.5	4.3	4.1
Multilateral	4.8	5.7	4.6	4.9	5.3	4.1
Gross national product	3.7	3.3	3.2	3.5	3.4	3.0

Table 2. Assistance by delivery channel (CIDA funds plus others)

1991-92

<i>Budgeted ODA disbursements</i>	C\$ million	% of bilat. ODA	% of total ODA		C\$ million	% of multilat. ODA	% of total ODA
Government initiatives ^a				Partners (international)			
Geographic programmes	917.24	45.2	28.8	International non-governmental organisations (INGOs)	31.63	2.9	1.0
<i>of which:</i> Africa and Middle East	449.30	22.2	14.1	Multilateral technical co-operation	169.55	15.8	5.3
Americas	156.76	7.7	4.9	<i>of which:</i> CIDA	169.55	15.8	5.3
Asia ^b	310.43	15.3	9.8	International financial institutions (IFIs) ^c	611.83	57.0	19.2
Concessional Paris Club reschedulings (Toronto Terms)	0.75	0.0	0.0	<i>of which:</i> CIDA	238.77	22.2	7.5
Scholarship – CIDA and others	11.79	0.6	0.4	Finance	373.06	34.8	11.7
– Commonwealth	10.68	0.5	0.3	Multilateral food aid	209.42	19.5	6.6
Imputed interest and student costs	114.09	5.6	3.6	External Affairs	51.09	4.8	1.6
Public outreach programme (Development information)	8.22	0.4	0.3	Sub-total: international	1 073.52	100.0	33.7
Petro-Canada International Assistance Corporation (PCIAC) ^c	–	–	–	CIDA total	2 331.75		73.2
International humanitarian assistance ^d	111.55	5.5	3.5	Less loan forgiveness ^h	–		–
Bilateral food aid ^e	190.53	9.4	6.0	Less loan repayments	–38.03		–1.2
Sub-total	1 364.10	67.3	42.8	<i>of which:</i> From countries	–37.62		–
Partners (national)				From international financial institutions			
Voluntary sector ^f	262.60	13.0	8.2	(IFIs)	–0.41		–
Industrial co-operation programme (INC)	67.25	3.3	2.1	CIDA total, net	2 293.72		72.0
International Development Research Centre (IDRC)	122.60	6.0	3.9	Non-CIDA total	769.53		24.2
International Centre for Ocean Development (ICOD)	14.69	0.7	0.5	Total budgeted bilateral ODA	1 990.14		62.5
International Centre for Human Rights and Democratic Development (ICHRDD)	4.00	0.2	0.1	Total budgeted multilateral ODA	1 073.11		33.7
Sub-total	471.14	23.2	14.8	Total budgeted ODA	3 063.26		96.2
Other ODA				<i>Disbursements against unbudgeted ODA</i>			
Administrative costs (including decentralisation)	192.52	9.5	6.0	Inter-American Development Bank Trust Fund repayments	2.63		0.1
<i>of which:</i> CIDA	109.20	5.4	3.4	Other departments	2.22		0.1
External Affairs	74.77	3.7	2.3	Provincial governments	35.45		1.1
Other government departments	8.55	0.4	0.3	Debt forgiveness	–		–
Sub-total	192.52	9.5	6.0	EDC section 31	80.01		2.5
Sub-total: bilateral	2 027.76	100.0	63.7	Total unbudgeted ODA	120.31		3.8
				Total ODAⁱ	3 183.57		100.0

a) The Canada Fund amounted to about C\$ 35 million in 1991-92. It was previously known as Mission Administered Funds.

b) Oceania and Europe are grouped with Asia, which also includes the Asia-Pacific Foundation. Yemen and the Middle East are included in Anglophone Africa.

c) PCIAC was dissolved in February 1991.

d) The International Humanitarian Assistance Programme includes disbursements through the following channels in 1991-92: Multilateral: C\$ 19.00 million, Bilateral: C\$ 91.15 million, INGOs: C\$ 1.40 million.

e) Bilateral food aid includes disbursements through the following channels in 1991-92: NGOs: C\$ 23.49 million; Bilateral: C\$ 167.04 million.

f) The voluntary sector includes Canadian NGOs, Institutional Co-operation and Development Services, Management for Change, and Public Participation Programmes.

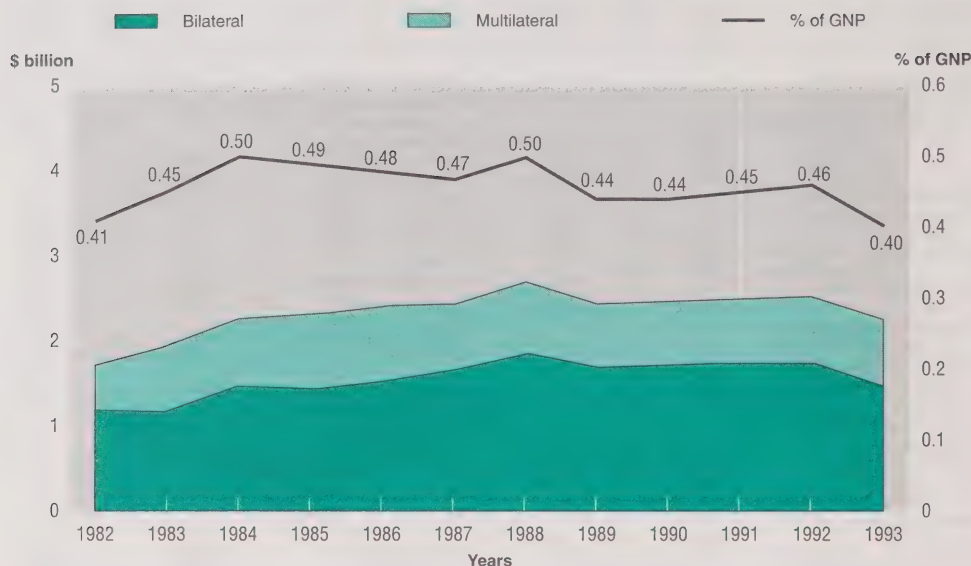
g) The IFIs represent ODA to international financial institutions such as the World Bank and regional development banks. The International Fund for Agricultural Development is also included because the same type of transfers is used, i.e. non-interest bearing, non-negotiable demand notes. For IFAD, this amounted to \$ 0.33 million in 1991-92.

h) Debt forgiveness: debt forgiveness is not added to total ODA because the loans being forgiven were included as ODA when they were originally provided.

i) Included in the amounts shown are the following disbursed under the Africa 2000 initiatives in 1991-92: Multilateral technical co-operation: C\$ 5.40 million, INGOs: C\$ 1.88 million, Voluntary sector: C\$ 17.53 million, Scholarships: C\$ 0.60 million, Industrial co-operation: C\$ 1.05 million.

Source: CIDA Annual Report 1991-92.

Graph 1. ODA net disbursements, 1982-93
At constant 1992 prices and as a share of GNP



C. Total flows

Total flows to developing countries, including ODA, decreased in real terms by 23 per cent from \$5.8 billion to \$4.3 billion in 1992 prices between 1981/82 and 1993 (see Table 3). However, these flows have increased from 1986. Other official flows (OOF) have consisted mainly of official export credits, which have declined by 60 per cent in the same period to reach \$248 million in constant 1992 prices. Private non-concessional flows cover four main categories, direct investment, bilateral portfolio investment, multilateral portfolio investment and private export credits. These flows dropped by 49 per cent in real terms between 1981/82 and 1993, but after a sharp decline in the first part of the period they picked up in 1988 and the following years. Net grants by NGOs play an important role in Canada's relations with developing countries. Such grants grew by 84 per cent in the period 1981/82-1993 to reach \$308 million in the latter year.

D. Financial terms

Canadian ODA is extended in grant form, except for small amounts provided under Canada's associated financing scheme. In 1991 and 1992 Canada's grant element for ODA commitments was 100 per cent and 99.9 per cent respectively. Canada was in compliance with the 1978 DAC Terms Recommendation for both years.

Table 3. Total financial flows
Net disbursements in \$ million at 1992 prices and exchange rates

	1981/82	1982/83	1987/88	1991	1992	1993
ODA	1 766	1 823	2 553	2 497	2 515	2 262
Other official flows	617	579	180	507	508	248
Official export credits	575	538	182	507	508	248
Equities and other bilateral assets	46	41	-	-	-	-
Multilateral	-4	-	-2	-	-	-
Private non-concessional flows	3 253	497	579	581	864	1 644
Direct investment	325	477	389	778	674	2 538
Bilateral portfolio investment	3 009	144	34	-152	163	-518
Multilateral portfolio investment	-4	-2	67	-12	-12	-
Private export credits	-77	-121	89	-33	40	-377
Private grants	167	177	249	259	270	308
Total non-ODA flows	4 037	1 253	1 007	1 347	1 642	2 199
As share of GNP (%)	0.95	0.30	0.19	0.25	0.30	0.39
Total flows	5 803	3 075	3 560	3 845	4 157	4 461
As share of GNP (%)	1.38	0.73	0.68	0.70	0.76	0.79

Chapter II

Main Components of ODA

About two-thirds of Canadian ODA is extended as bilateral projects and programmes which is about the DAC average (69 per cent in 1992). Multilateral contributions have risen as a share of ODA since 1987/88, when they were 33 per cent of the total. In 1991 they dropped to 31 per cent, but in 1993 the share rose to 36 per cent.

The largest category of bilateral ODA is technical co-operation, which in 1993 was 37 per cent of the bilateral programme, above the DAC ratio of 32 per cent in 1992. Food aid represented \$183 million or 7.3 per cent of net ODA in 1992 but dropped in 1993 in constant prices to \$83 million or 3.7 per cent of ODA. Bilateral emergency aid (other than food aid) was \$79 million in 1992 or 3 per cent of total ODA.

ODA support through NGOs and institutions, which is included in bilateral aid in DAC statistics, amounted in 1992 to \$275 million in current prices, corresponding to 11 per cent of the programme as compared to a DAC average of 2 per cent.

Under the multilateral programme the World Bank's International Development Association (IDA) and the World Food Programme (WFP) are the largest recipients of Canadian contributions. Disbursements to IDA, on a promissory note basis, were \$214 million in 1993 at constant 1992 prices or 10 per cent of Canadian ODA.

The Canadian contribution to the WFP of \$160 million in 1992, equalled one-fifth of contributions from all DAC Members. Disbursements to the United Nations Development Programme (UNDP) amounted to \$56.3 million, or 5.3 per cent of total DAC contributions. Contributions to the United Nations Fund for Population (UNFPA), \$11-13 million in recent years, equalled 4.5 per cent of total DAC contributions in 1992. Canadian support to regional development banks has been larger than Canada's share of DAC GNP.

Chapter III

Sectoral Distribution

The Canadian bilateral aid programme gives strong emphasis to the productive sectors, *i.e.* agriculture, industry and trade, with an average amount of \$291 million or 16 per cent of bilateral ODA commitments in 1991/92, as compared to a total DAC ratio of 12 per cent in 1990/91 (see Tables 4 and 5). Agriculture received 8 per cent in 1991/92. However, Canadian commitments to this sector have shown a substantial drop from 1981/82, when its share was 19 per cent. Industry, including mining and construction, accounted for 7 per cent, almost twice the DAC average.

Table 4. ODA net disbursements by main categories

	At constant 1992 \$ million				% of total net ODA				P.M. Total DAC: % of total net ODA			
	1987/88	1991	1992	1993	1987/88	1991	1992	1993	1986/87	1990	1991	1992
Bilateral	1 714	1 716	1 706	1 444	67.2	68.7	67.8	63.9	70.7	71.0	73.7	68.8
Grants	1 756	1 740	1 725	1 437	68.8	69.7	68.6	63.5	55.2	59.3	62.3	55.5
Development projects and programmes	686	434	469	..	26.9	17.4	18.7	..	22.6	17.7	17.3	15.2
Technical co-operation	356	617	554	533	13.9	24.7	22.0	23.6	20.5	20.9	21.0	21.7
Food aid	246	167	183	84	9.6	6.7	7.3	3.7	3.9	2.9	2.8	2.8
Emergency aid (other than food aid)	49	82	79	..	1.9	3.3	3.1	..	1.8	1.9	4.1	4.1
Debt forgiveness	32	—	—	—	1.2	—	—	—	0.6	7.9	10.3	4.8
Support through NGOs	219	270	275	..	8.6	10.8	10.9	..	1.8	2.0	1.9	1.6
Administrative costs	158	161	158	..	6.2	6.4	6.3	..	3.5	3.5	3.7	3.9
Other grants	11	9	7	..	0.4	0.3	0.3	..	0.6	2.3	1.3	1.3
Loans	-42	-24	-18	7	-1.6	-1.0	-0.7	0.3	15.5	11.7	11.3	13.3
<i>Memo items:</i>												
Associated financing	66	—	26	—	2.6	—	1.0	—	1.2	0.5	0.7	1.0
Multilateral	838	782	809	817	32.8	31.3	32.2	36.1	29.2	29.0	26.3	31.2
UN agencies	330	324	299	256	12.9	13.0	11.9	11.3	7.5	7.4	7.5	7.6
of which: WFP	182	188	160	..	7.1	7.5	6.3	..	1.5	1.3	1.3	1.3
UNDP	68	61	56	..	2.7	2.4	2.2	..	2.1	2.0	1.8	1.7
UNICEF	15	15	14	..	0.6	0.6	0.6	..	0.7	0.8	0.6	0.7
UNFPA	12	12	11	..	0.5	0.5	0.4	..	0.4	0.4	0.4	0.4
World Bank group	283	280	244	251	11.1	11.2	9.7	11.1	11.0	9.0	8.5	11.1
of which: IDA	265	265	229	227	10.4	10.6	9.1	10.0	10.2	7.8	8.0	10.0
Regional development banks	165	95	183	195	6.5	3.8	7.3	8.6	4.3	4.4	1.0	3.8
Other multilateral	60	84	83	..	2.4	3.3	3.3	..	3.9	4.2	3.9	3.8
Total ODA net disbursements	2 553	2 497	2 515	2 262	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
of which: Food aid	432	356	342	..	16.9	14.2	13.6	..	7.9	5.8	6.0	5.2

Contributions to the social sectors are mainly aid to education, which in 1991/92 equalled 7 per cent. Public health accounted for only 1 per cent, less than the 2.6 per cent for total DAC and population spending reported to DAC is only 0.1 per cent of ODA bilateral commitments, far below the DAC average of 0.8 per cent. Among

non-sector allocable entries, the most important category is support to NGOs, 15 per cent, compared to a total DAC ratio of 1 per cent.

Table 5. Distribution of bilateral ODA commitments by major purposes

	1981/82		1986/87		1991/92		For reference: Total DAC 1990/91
	\$ million	% of total	\$ million	% of total	\$ million	% of total	% of total
Social infrastructure and services	121	13.3	187	13.2	290	15.8	20.6
Educational services and investments	56	6.2	120	8.5	123	6.7	9.2
Health	9	1.0	18	1.3	26	1.4	2.6
Water supply and sanitation	26	2.9	19	1.3	53	2.9	2.7
Population programmes	—	—	1	0.1	2	0.1	0.8
Public administration	16	1.8	7	0.5	4	0.2	2.1
Development and planning services	—	—	2	0.1	53	2.9	0.6
Other social infrastructure and services	13	1.4	19	1.4	29	1.6	2.5
Economic infrastructure and services	177	19.5	275	19.5	237	12.9	17.6
Transport	97	10.6	98	7.0	41	2.2	7.5
Communications	9	1.0	9	0.6	50	2.7	2.1
River development	—	—	—	—	—	—	0.5
Energy	72	7.9	168	11.9	53	2.9	6.9
Other economic infrastructure	—	—	1	0.1	92	5.0	0.6
Production sectors	338	37.2	272	19.3	291	15.8	12.1
Agriculture	171	18.8	197	13.9	145	7.9	7.1
Industry, mining and construction	52	5.7	71	5.0	119	6.5	3.3
Manufacturing	—	—	26	1.8	85	4.6	1.9
Extractive industries	—	—	41	2.9	4	0.2	0.3
Construction	—	—	0	0.0	6	0.3	0.1
Trade, banking and tourism	14	1.5	5	0.3	1	0.1	1.6
Trade and export promotion	—	—	1	0.1	1	0.1	0.5
Banking	—	—	3	0.2	—	—	0.7
Tourism	—	—	0	0.0	—	—	0.0
Multisector	35	3.8	36	2.6	155	8.5	3.0
Total sector allocable	598	65.7	293	20.8	973	53.0	53.2
Programme assistance	16	1.8	115	8.2	94	5.1	11.7
Debt reorganisation	2	0.2	—	—	0	0.0	18.1
Food aid	89	9.8	165	11.7	179	9.7	3.2
Emergency assistance	17	1.9	27	1.9	84	4.6	3.3
Administrative costs of donors	—	—	101	7.2	158	8.6	3.0
Support to NGOs	—	—	167	11.8	270	14.7	1.2
Unallocated	115	12.6	66	4.7	79	4.3	6.2
Total	909	100.0	1 411	100.0	1 837	100.0	100.0

Chapter IV

Geographical Distribution

Canada has a global aid programme. In 1991/92 bilateral ODA was extended to 124 countries, an increase from 1981/82 when the total number was 115. Canadian assistance has also become somewhat less concentrated geographically. See the analysis below under the heading of Dispersion. The largest share of Canadian bilateral ODA goes to Sub-Saharan Africa (SSA) for about 40 per cent of bilateral allocable net disbursements, compared to a total DAC share of 30 per cent (see Tables 6 and 7). In constant prices ODA flows to SSA have had an average annual growth of 0.9 per cent (1986/87-1991/92), down from 4 per cent in the previous five-year period.

Balance-of-payments and import support to Sub-Saharan Africa has averaged 40 per cent of ODA on a commitment basis. Social infrastructure and education have been other important sectors with approximately 20 and 10 per cent respectively. The major individual recipient countries in SSA have been Ghana, Mozambique and Tanzania, all three low-income countries.

ODA flows to Asia rank second with a share of 33-35 per cent of bilateral allocable disbursements, above the DAC average of 26-31 per cent. In real terms these flows have shown an annual decline of 4.9 per cent on average in the period 1986/87-1991/92. The sectoral distribution of bilateral ODA commitments to Asia has been characterised by the emphasis placed on social infrastructure (20 per cent in 1992), transport and communication (17 per cent) and energy (15 per cent).

Bangladesh was the largest Asian recipient at about \$100 million annually in recent years, some 12 per cent of total DAC. Other important recipients in Asia have been China (3 per cent of total DAC) and Indonesia (2 per cent).

ODA flows to America (includes Central and South America) amounted in 1992 to \$163 million at constant 1992 prices or 16 per cent of bilateral allocable ODA, as compared with a total DAC ratio of 10-12 per cent in recent years. The volume of these flows has been stable for the past five years. These aid flows have, to a large extent, consisted of import and balance-of-payments support (31 per cent of bilateral commitments in 1992) and multisector and unallocated (23 per cent). Public health accounted for 16 per cent. Major recipients are Jamaica and Peru (17 and 8 per cent of total DAC respectively).

North-Africa and the Middle East account for a small share of aid, 7-10 per cent, whereas the DAC average is some 20-25 per cent; in the period 1986/87-1991/92 these aid flows grew by 15 per cent annually in real terms. Major sectors have been transport and communication (39 per cent of bilateral commitments in 1992), import and balance-of-payments support (27 per cent) and agriculture (15 per cent). Egypt is the only major recipient of Canadian aid in the region for which Canadian bilateral ODA accounted for 1 per cent of total DAC ODA in 1992.

In 1992, 77 per cent of bilateral allocable ODA was channelled to low-income countries, a relatively large share by DAC standards, placing Canada in the ninth position among Member countries. The total DAC share was 66 per cent. In this category more than half went to least developed countries.

Canada has subscribed to the United Nations Conference on Trade and Development (UNCTAD) target to allocate 0.15 per cent of GNP to the least developed countries but has reached 0.13 (DAC average 0.08).

Table 6. Allocable ODA net disbursements by major groupings, regions and main recipients

i) Summary table

	ODA disbursement at constant prices and exchanges rates				Average annual change in real terms		Share of bilateral ODA				P.M. Total DAC: share of bilateral ODA			
	1991 \$ million		Per cent		Per cent		Per cent		Per cent		Per cent		Per cent	
	1981/82	1986/87	1991	1992	1981/82- 1986/87	1986/87- 1991/92	1981/82	1986/87	1991	1992	1981/82	1986/87	1991	1992
Sub-Saharan Africa	361	439	415	422	4.0	-0.9	38.7	40.8	42.0	42.6	29.7	32.0	29.2	30.9
Low-income countries	332	399	358	376	3.8	-1.7	35.5	37.2	36.2	37.9	26.9	29.1	25.6	26.8
Other	29	39	57	46	6.0	5.5	3.1	3.7	5.7	4.7	2.8	2.9	3.6	4.1
North Africa and Middle East	63	40	99	63	-8.6	15.0	6.8	3.7	10.0	6.3	19.2	19.6	24.8	20.6
Low-income countries	33	18	36	37	-11.6	15.2	3.6	1.7	3.6	3.7	8.5	7.6	12.3	9.0
Other	30	22	63	26	-5.6	14.8	3.2	2.1	6.4	2.6	10.7	11.9	12.5	11.6
Asia	379	432	328	344	2.6	-4.9	40.6	40.2	33.1	34.7	30.5	28.8	26.1	29.8
Low-income countries	365	396	291	312	1.6	-5.3	39.1	36.9	29.4	31.5	26.5	25.6	23.1	27.1
Other	14	35	37	32	20.3	-0.6	1.5	3.3	3.7	3.2	4.0	3.2	3.0	2.7
America	110	163	147	163	8.1	-0.9	11.8	15.1	14.9	16.4	10.9	12.8	12.6	11.1
Low-income countries	31	21	55	36	-6.8	16.3	3.3	2.0	5.5	3.7	1.7	2.1	3.5	3.1
Other	79	141	92	126	12.2	-5.0	8.5	13.1	9.3	12.7	9.2	10.8	9.1	8.0
Oceania	1	2	0	0	28.9	-42.1	0.1	0.2	0.0	0.0	6.0	5.1	3.3	3.6
Europe	19	-1	0	-0	NA	-47.5	2.1	-0.1	0.0	-0.0	3.8	1.8	4.1	4.1
Total bilateral allocable	934	1 074	990	992	2.8	-1.6	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
<i>Memo items:</i>														
Least developed countries	360	435	382	408	3.9	-1.9	38.6	40.5	38.6	41.1	30.1	31.1	24.7	25.8
Other low-income countries	401	400	358	354	-0.0	-2.3	43.0	37.3	36.2	35.7	33.9	33.7	40.1	40.5
Lower middle-income countries	135	163	166	171	3.8	0.7	14.5	15.2	16.8	17.2	18.8	16.9	18.0	16.1
Upper middle-income countries	37	76	83	59	15.2	-1.3	4.0	7.1	8.4	6.0	17.2	18.3	17.1	17.6
Unallocated (not included in total)	283	539	782	790	13.7	7.9	30.3	50.2	79.1	79.7	16.9	20.6	21.6	22.5

Table 6. Allocable ODA net disbursements by major groupings, regions and main recipients (continued)
ii) Detailed table

	1991 \$ million				P.M. Canada's ODA as a share of total DAC ODA (%)			
	1981/82	1986/87	1991	1992	1981/82	1986/87	1991	1992
Sub-Saharan Africa	361	439	415	422	5.3	4.4	4.0	3.7
Low-income countries	332	399	358	376	5.4	4.4	3.9	3.8
of which: Ethiopia	13	31	32	22	10.6	6.3	6.9	4.6
Ghana	13	24	40	40	10.7	13.8	8.9	11.6
Kenya	59	32	15	15	10.9	5.4	2.4	2.7
Mali	16	24	20	24	9.0	8.2	7.2	9.6
Mozambique	6	20	30	30	2.9	3.4	3.9	2.8
Senegal	22	30	19	23	7.2	6.5	4.4	4.8
Tanzania	48	44	29	33	6.4	5.1	3.8	3.9
Zambia	18	27	23	27	6.3	5.6	4.0	3.7
Zimbabwe	16	15	20	28	7.3	4.7	5.6	5.1
Lower middle-income countries	28	35	48	43	5.7	4.8	4.6	3.1
of which: Cameroon	18	18	33	26	7.8	7.1	8.8	4.3
Upper middle-income countries	1	5	8	3	0.8	2.6	3.9	2.6
North-Africa and Middle East	63	40	99	63	1.5	0.7	1.1	0.8
Low-income countries	33	18	36	37	1.7	0.8	0.8	1.1
of which: Egypt	33	18	36	36	1.9	0.8	0.9	1.2
Lower middle-income countries	23	15	25	14	3.5	1.9	2.3	1.3
Upper middle-income countries	6	8	38	11	0.4	0.3	1.1	0.4
Asia	379	432	328	344	5.4	4.8	3.5	3.1
Low-income countries	365	396	291	312	6.0	5.0	3.6	3.1
of which: Bangladesh	112	120	95	114	9.8	10.3	11.7	12.8
China	3	35	40	65	0.9	3.3	3.2	3.0
India	67	60	25	13	6.1	4.3	1.4	1.0
Indonesia	37	67	43	35	3.1	5.5	2.4	1.7
Pakistan	58	58	39	23	12.2	7.8	8.3	4.7
Sri Lanka	51	30	10	8	11.2	6.1	2.1	3.1
Lower middle-income countries	11	30	27	22	2.5	5.2	3.9	2.7
of which: Thailand	11	30	27	22	2.5	5.3	4.3	3.0
Upper middle-income countries	3	5	9	10	0.6	1.3	2.6	5.7
America	110	163	147	163	4.4	4.0	3.3	4.0
Low-income countries	31	21	55	36	7.9	3.3	3.2	3.2
Lower middle-income countries	53	83	65	91	4.5	3.9	4.5	4.9
of which: Jamaica	17	35	28	20	8.5	16.2	18.5	17.1
Peru	8	23	10	32	3.2	6.3	1.7	8.1
Upper middle-income countries	27	58	27	35	4.6	4.6	2.1	3.2
Oceania	1	2	0	0	0.0	0.1	0.0	0.0
Europe	19	-1	0	-0	2.2	-0.2	0.0	-0.0
Total bilateral allocable	934	1 074	990	992	4.1	3.4	2.8	2.7
<i>Memo items:</i>								
Least-developed countries	360	435	382	408	5.2	4.5	4.4	4.3
Other low-income countries	401	400	358	354	5.1	3.8	2.5	2.4
Lower middle-income countries	135	163	166	171	3.1	3.1	2.6	2.9
Upper middle-income countries	37	76	83	59	0.9	1.3	1.4	1.3
Unallocated (not included in total)	283	539	782	790	7.2	8.4	10.2	9.6

Aid Policy: Orientations and Objectives

A. Origins of Canada's present aid policy

Canada has had a long history as a donor starting in the early 1950s under the Colombo Plan with aid to former British colonies in co-ordination with its Commonwealth partners. In the late 1950s Canada began aid programmes to Caribbean countries and to newly independent anglophone countries in Africa. In 1961 Canada began programmes in francophone Africa which were intensified as of 1968. Canadian programmes to Latin America became significant starting in 1970.

Aid has an honoured place in Canadian foreign policy, along with peacekeeping, as a means to exercise international leadership. Canada is the eighth ranking DAC Member in ODA volume. It occupies a unique place in that system, being the only donor country in both the Commonwealth and *la Francophonie*, at the same time a G7 country, and one which also identifies itself with the group of "Like-minded Countries" (Denmark, Finland, Netherlands, Norway and Sweden).

Canada has had an intense multilateral involvement and its bilateral programme has world-wide reach. Canada's bilateral aid programme is managed by a professional development agency, CIDA, widely recognised for its dedicated, competent staff.

The Canadian programme has traditionally had strong involvement from the private and NGO sectors. There has also been a continual and lively interest in development assistance in academic circles, research institutes and the press. Canada has provided leadership on a number of issues, often acting as a mediator between North and South. Commentators have noted that alongside its overall foreign and economic policy linked to the North Atlantic Treaty Organisation (NATO) and the G7, Canada has staked out a special identity in the field of foreign assistance which is widely admired and appreciated both by developing countries and other donors.

Few donors have questioned, re-oriented, and re-vitalised their aid programmes as intensively or as repeatedly as Canada has since the 1950s. The latest revision of Canada's aid programme took place in the late 1980s with the adoption of "Sharing Our Future", tabled in Parliament in 1988. Canada's aid programme has proceeded under that policy based on four themes: *a)* putting poverty first; *b)* helping people to help themselves; *c)* development priorities must prevail in setting objectives; and *d)* partnership is the key to fostering and strengthening links between Canada's people and institutions and those of the Third World.

"Sharing Our Future" was the culmination of an intensive review by Canada of its aid policies and it contains detailed policies which appear quite prescient now, over half a decade after they were presented. The treatment of issues such as human rights, environment, decentralisation, and population showed that thinking in Canada had already moved beyond traditional modes into the issues that would be absorbing attention by donors in the 1990s.

Although "Sharing Our Future" remains the formal policy, some shifts in emphasis have been made. A new thrust came in 1991 when CIDA's Executive Committee affirmed CIDA's mission to support sustainable development citing five elements: *a)* environmental sustainability: maintaining ecosystem integrity and biological diversity; *b)* economic sustainability: promoting efficient and equitable economic development and increasing the productivity of the poor; *c)* political sustainability: promoting political conditions conducive to human rights, democratic processes and good governance; *d)* social sustainability: fostering social well-being through gender equity, improved income distribution and basic social sector investment; and *e)* cultural sustainability: ensuring sensitivity to and recognition of cultural values conducive to development.

B. Foreign policy review

At present Canada is examining anew its approaches to development co-operation. A foreign policy review, including the role of aid, is unfolding with four components:

- a parliamentary process including debates in the House of Commons on defence and foreign policy and a review of Foreign Policy and Defence Policy by two Joint Parliamentary Committees;
- a National Forum on Canada's International Relations co-sponsored by the Ministers of Foreign Affairs, Defence, and International Trade and which will involve some 120 business, labour, academic, NGO, Aboriginal affairs and media leaders; this forum may be held annually and may address more specific foreign policy issues in future years;
- consultations by the Minister with those interested and involved in foreign policy including development assistance;
- a first annual statement of the Government's foreign policy directions, covering the international assistance framework, to be presented in the House of Commons by early 1995.

C. Public opinion and development education

Foreign aid in Canada had stable and favourable support in public opinion in the early 1980s, which rose even higher in the mid-1980s, but it has been declining since, although aid still enjoys rather strong support. In 1993 over 55 per cent of the people surveyed thought aid spending was either not enough or about right as opposed to over 40 per cent who thought it was too much. A minority of Canadians have strong views about aid, either for (6 per cent) or against (12 per cent). Two out of ten have softer opinions that vary depending on the economy and media coverage. The majority is more neutral with more who tend to support aid than to oppose it.

The most common reason given for supporting aid is humanitarian, the second being Canadian self-interest (opening markets, improving Canada's image, creating Canadian jobs, reducing immigration). Development reasons such as technology transfer, improving standards of living, helping the third world to become more self-supporting, global equality and promotion of democracy and human rights are in third place.

Opposition to foreign aid is usually based on economic self-interest. Fewer than two out ten oppose aid because they think it is ineffective or inefficiently managed. One in ten object to aid going to dictators or human rights abusers. A quarter of respondents could find no reason why Canada should not have an aid programme. A survey in 1993 suggests that Canadians generally favour aid for emergencies over long-term development assistance.

CIDA's Communications Branch manages resources for CIDA's corporate communications and development information activities. A budget on the order of C\$ 12 million (1992-93) is available for these activities.

Aid Management and Administration

A. ODA organisation

Under the Minister of Foreign Affairs, CIDA (established in its current status in 1968) is the federal agency directly responsible for the management of 75 to 80 per cent of Canada's ODA, including bilateral and multilateral aid. The remainder is handled by the Department of Finance [World Bank/International Monetary Fund (IMF), Enhanced Structural Adjustment Facility (ESAF)], the Department of Foreign Affairs and Trade [ODA to a small number of international agencies, the overseas administered functions relating to ODA, and aid for Central and Eastern European Countries and the New Independent States (CEECs/NIS)]; the Public Works and Government Service Canada; and by two other entities: the International Development Research Centre (IDRC) and the International Centre for Human Rights and Democratic Development (ICHRDD). See Charts 1 and 2 and Table 2.

Two other entities, Petro-Canada International Assistance Corporation (PCIAC) and the International Centre for Ocean Development (ICOD), have been abolished in recent years and their responsibilities folded into CIDA. Canada does not have basic enabling legislation for foreign assistance although in the foreign policy review there have been suggestions that such legislation be given consideration.

The Minister of Foreign Affairs has overall responsibility for foreign policy, including development assistance. CIDA is headed by a President and nine Vice-Presidents (see Chart 2). The Executive Committee, formerly the President's Committee, advises the President on all key issues concerning policies, programmes and corporate management. It is chaired by the President, and includes the Vice-Presidents, the General Counsel (ex-officio) and the Director of Communications.

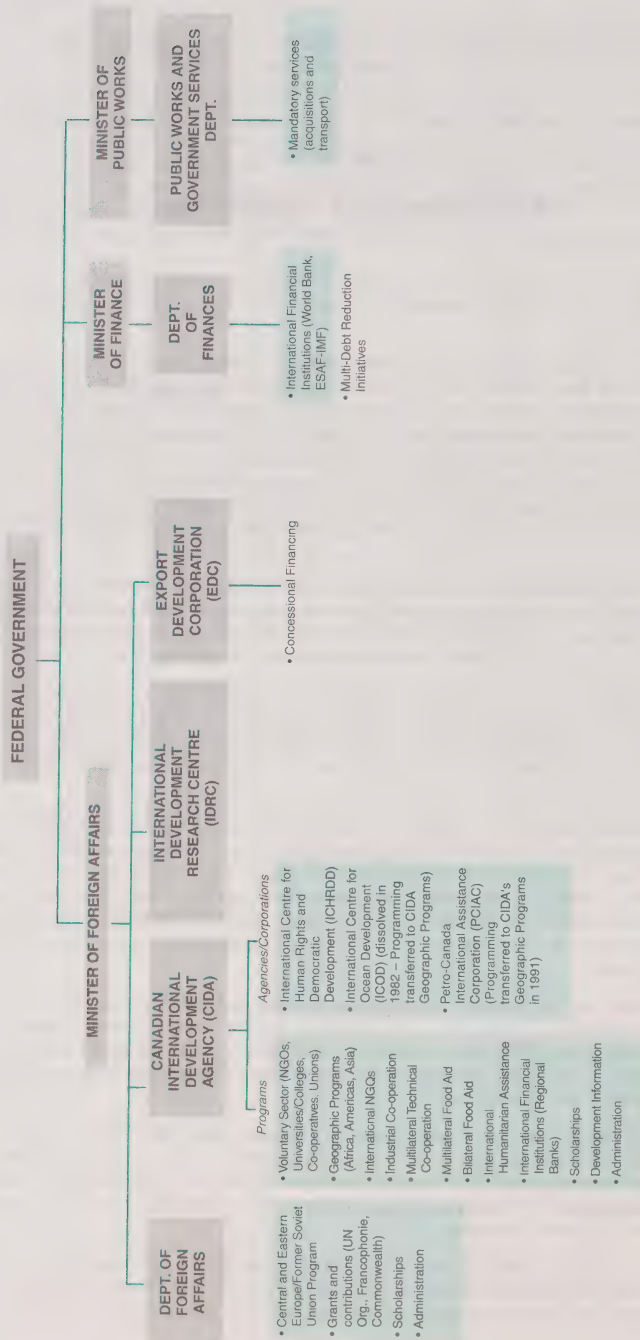
A Strategic Management Review of CIDA was started in 1991, based on the often cited "Secor Report". After Parliamentary consultations, more internal management studies, and a period when the Presidency of CIDA changed hands, several major organisational and management changes were made in CIDA. It was decided to establish a corporate management branch, consolidate procurement activities, to expand the Agency's policy consultation procedures, to reduce the number of service units, and to re-allocate technical specialities into geographic and other branches. A Good Governance and Human Rights Division was also created to articulate and guide policy in this area.

Two other outcomes from the Strategic Management Review and CIDA's management renewal involve turning CIDA into a "learning organisation" and managing it as a "results-based" organisation. Another formulation calls for transforming CIDA into a results-oriented agency supported by a knowledge and learning culture. This calls for building the knowledge base of the organisation and learning from past experience so that programmes can be improved and resource use optimised.

In 1993 the AG of Canada issued a report, generally consistent with the CIDA's Strategic Management Review, and called on CIDA to manage for results. CIDA has accepted the thrust of the AG's recommendations which, *inter alia*, call for a better definition of what can realistically be achieved in its projects and programmes, strengthening CIDA's management of operating risks, institutionalising lessons learned and upgrading CIDA's internal audit and project evaluation functions.

At the time of the publication of the AG report, CIDA had started its two-part management renewal initiated in April 1993. CIDA is now in the second phase of its Renewal Plan which involves 25 tasks in four key areas: streamlining business processes, management for results, relations with stakeholders and the public, and human resources management.

Organisation Chart 1. ODA-related organisation of Canadian Government

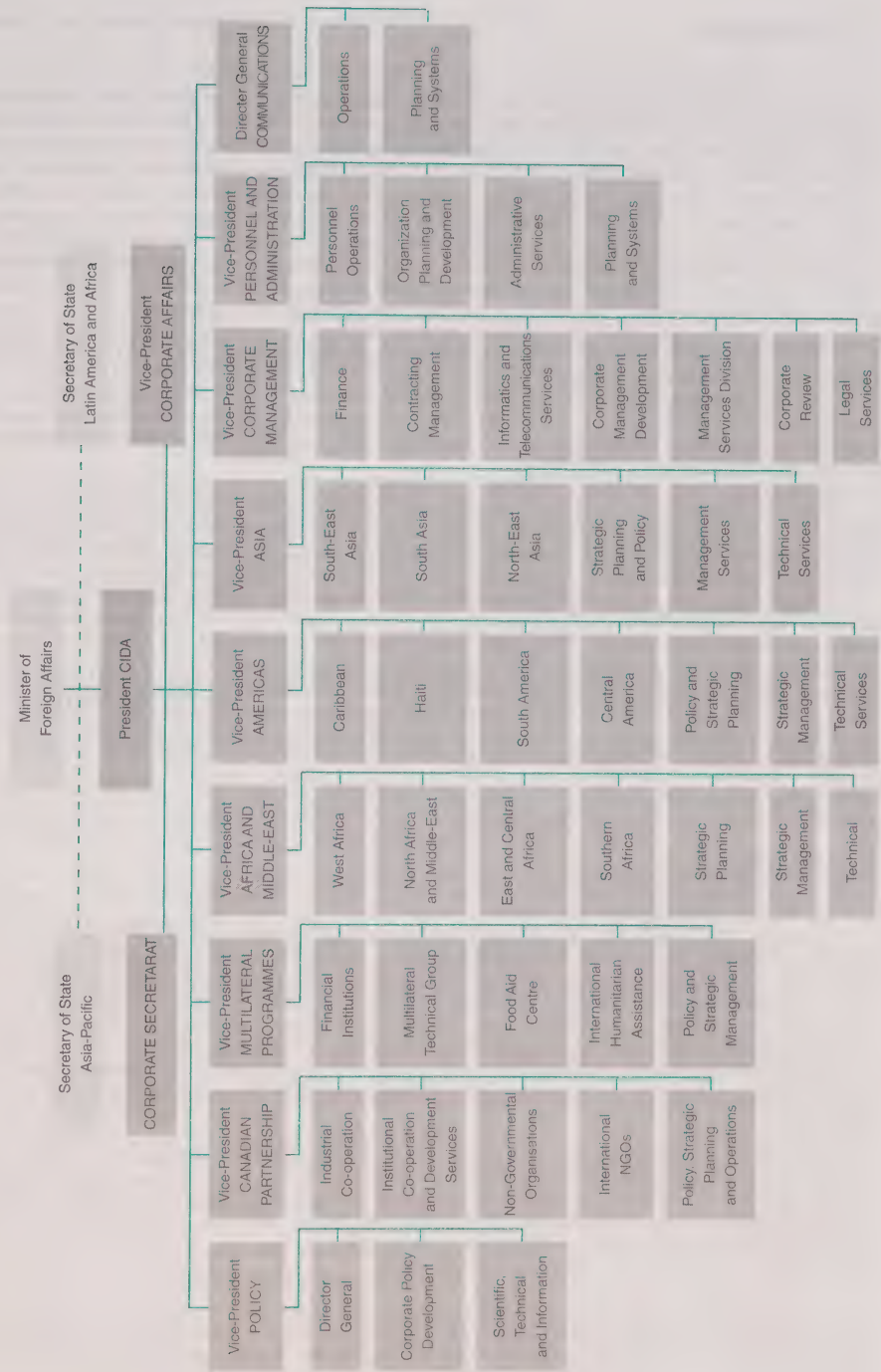


= Funded by the International Assistance Envelope (IAE) (95% ODA and 5% Central and Eastern Europe/Former Soviet Union Programming). CIDA is entirely responsible for the allocation of the IAE resources.

Unbudgeted inarms reported as ODA:

- Provincial Governments Spending
- Imputed Student Costs
- Imputed Interest Costs
- Green Plan Activities

Organisation Chart 2. Canadian International Development Agency (CIDA)



B. Decentralisation

In the late 1980s CIDA decentralised aid management, establishing a number of country-specific and regional offices overseas and delegating some authority to the field. This policy has been reversed largely based on cost factors. In the context of its Renewal Plan, CIDA is reviewing the approval and delivery of its geographic programmes including field operations and authorities. Until completion of this review, CIDA will apparently revert to a mode of operations similar to the one it had prior to the decentralisation episode, with one or several CIDA officers based in High Commissions and Embassies in countries with significant aid programmes. Their delegated authorities in the field are not extensive. They manage the Canada Fund (formerly Mission Administered Funds) although effective approval of projects up to C\$ 500 000 is normally entrusted to the Ambassador or High Commissioner. They can approve contracts with local firms or individuals up to C\$ 100 000 and sometimes sub-activities of projects when the overall project has been approved in headquarters.

There are now about 124 CIDA officers overseas – equal to less than 1/10 of CIDA's staff of about 1 307. Because of the decision to reverse decentralisation, plans exist to reduce CIDA's overseas presence to about 112. This will allow for programme area staff to serve abroad from time to time. However, to provide an equitable opportunity to those wishing to go overseas with fewer posts available, a CIDA officer can now expect no more than one or two postings overseas during a career with CIDA, although there are no limits on the number of overseas postings in a career with CIDA.

CIDA has decided, as a result of budgetary restraint, to concentrate on fewer countries. Bilateral programmes to a number of Eastern and Central African countries were phased down (as announced in March 1993) namely Burundi, Ethiopia, Kenya, Madagascar, Rwanda, Tanzania, and Uganda, and the Asian countries of Afghanistan, Burma, Cambodia, Laos, the Maldives, and Sri Lanka. Canada did not stop its aid programmes in those countries as some newspaper accounts said. Humanitarian and thematic assistance (human rights and private enterprise programmes) will proceed in many of those countries as well as regional programmes. At the time some commentators thought CIDA would become more oriented toward Latin America in the wake of the NAFTA, but this is not yet evident. In 1991 Canada suspended aid to Zaire for human rights reasons. In the case of Kenya, Canada limited its programme in that country due to concern about economic governance and human rights issues. With respect to Haiti, Canada has suspended government-to-government assistance, while maintaining funding to finance exclusively humanitarian assistance projects implemented by NGOs and multilateral institutions.

C. ODA budget

Canada's ODA budget has two components: *a) Government initiatives; b) Partners.* The second group is divided in two parts, National and International partners. Government initiatives involves mostly projects and programmes designed and carried out by CIDA. Partners (National) concerns programmes proposed to CIDA by NGOs, the private sector and other organisations. Partners (international) concerns programmes developed and managed by international and multilateral organisations. The Partners programmes are designed and carried out with minimal CIDA operational, direct involvement. The Partners (National) programme constituted 23 per cent of bilateral ODA in 1991-92. The voluntary sector (mainly NGOs and institutions) represented over 13 per cent of bilateral ODA while the Industrial Co-operation Programme (INC) represented 3 per cent of the bilateral programme.

Financial planning in Canada's aid system is based on rolling five-year Indicative Planning Figures (IPFs) adjusted annually based on cash flow in projects and programmes and projections of the federal budget. The IPFs provide the basis for multi-year operational plans approved in an Allocation Memorandum. This procedure establishes recipient country eligibility for assistance on the political level and also sets country cash ceilings as well as an overall cash ceiling for CIDA. Funds must be disbursed the same year they are appropriated or they lapse. Canada's fiscal year runs from 1 April to 31 March.

In the 1991-92 budget an International Assistance Envelope was introduced which includes ODA to traditional developing countries and a "reserve" for aid to CEECs/NIS. Some commentators were concerned that funds for traditional developing countries might be more easily diverted to CEECs/NIS under this budget presentation.

D. Country and regional frameworks

A Country Development Policy Framework (CDPF) is prepared for major recipient countries (previously called the Country Policy Review) normally every five years or less. The CDPF guides CIDA in programming for the country concerned. CDPFs are prepared by geographic branches based on guidelines from the policy branch, prescribing the process of consultation to be undertaken and their contents. As CIDA is moving more into regional programming it is preparing Regional Development Policy Frameworks (*e.g.* for the Caribbean Programme).

E. CIDA's Policy and Programme Committees

CDPFs are approved by CIDA's Policy Committee which considers programme and policy proposals. Another committee, the Programme Committee, reviews investment proposals, programme initiatives contained in CDPFs or other project proposals generated within CIDA.

F. Project and programme guidelines

CIDA has guidelines for the project and programme cycle and was among the first to adopt the logical framework analysis in designing and planning projects. CIDA advised the Secretariat that in 1992 it compared its operational practices to the DAC Principles and found them to be by and large consistent. In the context of its management renewal CIDA is reviewing its geographic programme delivery process to reflect its commitment to a results-based and accountable style of operation. Its operational guidelines will be reviewed following this exercise and the Secretariat was advised that they will be compared to DAC Principles at that time.

G. International Development Research Centre and International Centre for Human Rights and Democratic Development

With the phase out of PCIAC and ICOD, the two other organisations remaining in Canada's ODA budget, IDRC and ICHRDD, were budgeted respectively about 4 per cent (C\$ 122 million) and under 1 per cent (C\$ 4 million) of the ODA budget in 1991-92. IDRC had a headquarters staff of somewhat less than 400 person years in 1991-92 in Ottawa and also has regional offices in Cairo, Dakar, Montevideo, Nairobi, New Delhi, and Singapore. ICHRDD is based in Montreal and has a staff of 21.

IDRC has a world-wide reputation for supporting research and assisting scientists in developing countries to solve development problems and doing so in an innovative, flexible way. IDRC has an international Board of Governors. Its present programme will follow-up on the United Nations Conference on Environment and Development (UNCED) (June 1992) and Agenda 21 based on sustainable and equitable development. Work on population was in IDRC's programme, but for 1993-96 citing the "large number of global agencies dedicated to population" IDRC has eliminated all but one small population project on a reversible anti-pregnancy vaccine from its workplan.

ICHRDD was set up in October 1990 under an international Board of Directors with a mandate to provide technical, financial and political support to activities that oppose or help prevent human rights violations and that encourage democratic development and a better understanding and application of the international covenants on human rights. ICHRDD supports a range of activities such as grants to journalists to cover human rights situations, protecting journalists in danger, recognising with awards meritorious organisations in developing countries, training, sponsoring fact-finding missions, and helping to draft legislation. One value-added that ICHRDD can contribute is its ability, as an organisation outside of government, to make contacts and take initiatives that the government itself could not do.

H. Non-budgeted aid (Provincial Governments)

As noted in Table 2 (Assistance by delivery channel), some unbudgeted ODA disbursements exist, most of which come from Provincial Governments. In 1991-92 this amounted to C\$ 35 million. Provincial Governments have set up varying systems for delivering aid. For instance the 19 year-old programme in Alberta Province is

funded by a lottery which finances a Crown Corporation (Wild Rose Foundation) which in turn provides financing to NGOs. Manitoba provides its aid through the Manitoba Council for International Cooperation, an umbrella group of 36 NGOs. *Québec's* aid is co-ordinated by the Ministère des affaires internationales. Nova Scotia's aid is co-ordinated by the Centre for International Development of Nova Scotia's Agricultural College. Ontario provides mainly humanitarian assistance through its Ministry of Economic Development and Trade.

Chapter VII

Assessments of Effectiveness and Results

A. Evaluation and results in CIDA

Relative to most DAC Members, CIDA's evaluation and audit function is well developed, since CIDA began to take the evaluation function seriously in the 1970s. In the DAC Expert Group on Aid Evaluation, CIDA maintains the DAC evaluation register.

CIDA has merged audit and evaluation functions in its Audit and Evaluation Division (AED) which has 14 professionals and reports to the Vice-President of Corporate Management. AED does evaluations of major programmes (*e.g.* NGO Programme, Educational Institutions Programme, Co-operative Programme), themes (*e.g.* WID), and sectors (*e.g.* transport/railways). CIDA sometimes undertakes joint evaluations with other donors such as multidonor evaluations of the United Nations Children's Fund (UNICEF), UNFPA and WFP and a joint evaluation with Japan's Overseas Economic Cooperation Fund (OECF). AED will be a major contributor in making CIDA a "learning organisation" and to "manage for results."

The AG's Report noted above says "CIDA's accountability to Parliament with respect to managing for results needs to be clarified". CIDA concurred with the findings and agreed to take action to introduce management for results as a central feature in its reforms. Placing CIDA's evaluation work in an international perspective suggests that the AG's recommendations mean improving what is already a substantial programme. It will also call for more emphasis on overall aid effectiveness such as is evidenced in the report "Evaluation Studies – Summary of Lessons Learned" dated April 1992, which presents a summary of evaluation studies of five major programmes which expended about C\$ 200 million in 1990-91.

Some examples of CIDA evaluations in this direction are as follows:

- The NGO Programme (C\$ 92 million 1991-92) evaluation found the programme to be an effective mechanism to reach developing country populations, corresponding well to needs, generally cost-effective, impacting on poverty, and helping people to help themselves through partnership, but contributing less to human resource development, integration of women and little to food security.
- An evaluation of the Co-operative Programme (C\$ 64 million 1985-91), provided to three Canadian co-operative institutions in 12 countries in Africa, 14 in Latin America and 7 in Asia with over 140 projects, determined that 76 per cent of the projects contributed to tackling the poverty problem, enhanced the skills of recipients in developing countries, improved managerial capacities in co-operatives and contributed to membership growth. Savings in credit-union networks were up by 244 per cent.
- A 1992 evaluation of CIDA's Educational Institutions Programme (C\$ 31 million for 1991-92), aimed at reinforcing education institutions in developing countries and promoting lasting partnerships with Canadian institutions, found that although a high proportion of college projects involved in curriculum and staff development achieved their objectives few resulted in institutional linkages after project completion, which was one of the aims of the project.

CIDA has been focusing more attention on "lessons learned", such as the study cited above. CIDA has also commissioned a country level consultants review based on project evaluation material and staff interviews, aimed at preparing a "lessons learned" assessment for Jamaica. The initial conclusion from this experience is that much work has to be done to establish the methodology and to determine how to carry out such an exercise successfully.

The information above was culled from several lengthy evaluation reports that are not easily summarised. This suggests that those interested in conveying information about the effectiveness of aid must find ways of doing it that meet the requirements of those needing such information including decision-makers, Parliament and the public. CIDA's "Evaluation Studies – Summary of Lessons Learned" may be one step that could be

perfected in the direction of packaging lengthy evaluations in a readable format of use both to planners and decision-makers.

CIDA has prepared terms of reference and a work plan to review both the evaluation and audit functions which includes but goes beyond reporting on the effectiveness of aid. It is aimed at assuring that managers at all levels receive information to make decisions and will not only measure project and programme results, but also the capacity and organisational health of CIDA itself. A policy and implementation strategy on the evaluation and audit functions is to be submitted as part of the performance review to CIDA's Executive Committee by the end of June 1994.

B. External analyses of aid effectiveness and results

Evaluation of the results of aid is not solely the province of CIDA or the Government. In Canadian universities there are a number of researchers who analyse Canada's development assistance. The North-South Institute, a non-profit corporation established in 1976 to provide policy-relevant research on issues of relations between industrialised and developing countries, publishes critiques on aid. Canadian NGOs also publish analyses of CIDA's effectiveness or policies and carry out evaluations of their own programmes. Perhaps the theme that is raised most often by these different voices in the development community is the view that Canadian aid is insufficiently targeted on the poorest countries or on poverty alleviation.

Considerable coverage of development is found in the Canadian press. This commentary is sometimes of high quality, but with a prevalent tendency to stress the negative or the sensational. For instance, information about the Report of the AG of Canada was widely reported and portrayed as an extremely negative assessment of Canadian aid. From a comparative outside perspective, it is striking how many points in the AG Report came from CIDA's own self-critical analyses, that CIDA fully concurred in the AG's findings and is working closely with the AG to strengthen its own management with respect to the points raised.

C. The issue of "dispersion"

At the last aid review (December 1990) the DAC said "the current dispersion of the Canadian aid effort appears to be a major problem...". Rather similar comments were made in the AG Report on CIDA. "Dispersion" can be geographic or it can refer to types of aid and number of modalities for providing it. The Secretariat has analysed Canada's geographic programme with respect to the comparably-sized world-wide programmes of the G7 countries. This analysis shows that Canada's programme has tended to become somewhat less concentrated over the past decade. In 1981, 73 per cent of aid went to the top 20 recipients whereas in 1992 73 per cent of aid went to the top 25 recipients. The average for G-7 showed a tighter concentration with the top 17 recipients receiving 73 per cent. Concentration of aid has been remarkably stable over the past decade for G7 donors as a whole, but for Canada there has been a modest tendency towards less concentration of aid. Canada's diverse links, for example through the Commonwealth, *la Francophonie*, the Pacific and the Americas present special challenges as well as opportunities.

Canada has increased the number of recipients from 115 to 124, about the same as the G7 average. However, many of the recipients of small programmes are straightforward programmes which individually may not be excessively complicated, usually involving Canada Fund (formerly Mission Administered Funds), regional programmes, or technical co-operation. The sheer number of recipients could be a burden on accounting systems and internal management, not a factor to be discounted, but not insurmountable either.

Whether Canada is too dispersed in modalities or channels of aid cannot be determined by a superficial external analysis. The Secretariat was struck by the fact that in several parts of the CIDA programme there seemed to be a number of windows or modalities, each of which could probably be justified individually, but which collectively raise questions. This report notes a couple of such cases in the NGO programme (see the OECD Development Centre Report cited in Section I of Chapter IX) and in the private sector [INC and Private Sector Development Fund (PSDFund)]. In some country programmes, moreover, CIDA may be involved in a number of sectors which could give an impression of dispersion. Having seen this issue raised in the DAC, in CIDA's Strategic Management Review and by Canada's AG, one can be assured that at present it is also being addressed by CIDA within the context of its Renewal Plan which contains, *inter alia*, a series of tasks on Streamlining Business Processes. It is through this process that the problem of dispersion can best be addressed to the extent that it can by CIDA's management practices.

Chapter VIII

Canada's Multilateral Role

A. Multilateral aid

Canada has traditionally had a higher level of multilateral contributions as a per cent of ODA than the DAC average, although since the late 1970s the percentage declined from 44 per cent in 1979 to 36 per cent in 1993, above the DAC average of about 31 per cent. See Tables 8 and 9.

Table 8. Contributions to multilateral agencies

Net disbursements at current prices

	1986/87		1990		1991		1992	
	\$ million	% of total DAC	\$ million	% of total DAC	\$ million	% of total DAC	\$ million	% of total DAC
UNDP	49.1	6.1	61.8	5.7	63.2	6.1	56.3	5.3
UNICEF	11.8	4.7	14.2	3.2	15.2	4.1	14.4	3.2
World Food Programme	115.7	20.6	135.0	19.6	196.5	25.6	159.5	20.2
UNFPA	9.8	5.8	11.3	5.0	12.6	5.2	11.3	4.5
IDA	218.3	5.6	236.6	5.6	275.9	5.9	228.5	3.6
AsDB (including special funds)	75.0	8.4	17.3	1.5	73.9	37.0	73.3	6.2
IDB (including special funds)	8.0	5.5	11.2	4.6	10.1	9.5	4.6	2.5
AfDB	4.6	3.7	5.5	7.1	5.0	10.9	4.9	9.6
AfDF	42.2	8.8	105.7	12.4	—	—	90.1	10.9
P.M.								
Canada's GNP (\$ billion)	376.8	3.3	560.1	3.5	572.5	3.4	548.0	3.0

Commitments already made to multilateral development bank replenishments may require an increase in the share of multilateral programmes in the near future although the result of the present foreign policy review could influence the longer-term prospects for the multilateral programme, particularly since the domestic constituency for multilateral aid is not strong. However, CIDA says it will also be trying to improve public understanding of multilateral development institutions.

Canada has recently pulled out of some multilateral organisations [United Nations Industrial Development Organisation (UNIDO), the Common Fund, and the Colombo Plan, the latter being Canada's oldest development partner]. Reflecting budgetary constraints, Canada has begun to reduce its share in contributions to replenishments to the Asian Development Fund (AsDF) and the African Development Fund (AfDF); in IDA-10 it reduced its contribution to about 4 per cent (it was 4.75 per cent in previous IDA replenishments).

Support for United Nations (UN) agencies as a share of ODA has generally placed Canada in the top half dozen of DAC donors. Its contribution of food aid to WFP, to which Canada has perennially been either the top or second donor after the United States, providing 20 to 25 per cent of all DAC contributions in the past several years, has bolstered Canada's comparative performance.

Canada has generally taken a restrictive position when contributing to UN Funds, other than UNDP, because of its policy in favour of the central funding concept and to avoid the distortions that a proliferation of funds

create. Canada's active stance *vis-à-vis* the UN system was recently evident in its taking the lead to evaluate certain UN agencies [United Nations High Commission for Refugees (UNHCR), UNICEF, UNFPA and the WFP].

Canada has taken an activist role in international financial institutions (IFIs) which is noteworthy. It is one of the few, perhaps the only, DAC donors to be active in all of the major IFIs, including the Caribbean Development Bank (CDB) of which it was a founding member in 1969 as well as a founding member of the Asian Development Bank (AsDB) in 1955.

Table 9. **Canada's share in multilateral development banks**

As of 31 December 1992

	Canada's share Per cent
<i>Cumulative capital subscriptions</i>	
IBRD	3.3
IDB	4.4
AsDB	5.8
AfDB	3.3
CDB	10.4
EBRD	3.5
<i>Share of most recent concessional funds</i>	
IDA	4.0
FSO (IDB)	5.5
AsDF	7.3
AfDF	8.3
SDF (CDB)	17.0
P.M.	
Canada's GNP as a share in total DAC	3.0

Canada waited until 1972 to join the Inter-American Development Bank (IDB), as part of a cautious approach toward inter-American relations (Canada stayed out of the Organisation of American States until 1991). Canada joined the African Development Bank (AfDB) when membership was opened up to non-regionals in 1982, and prior to that time was a promoter and eventual member of the AfDF.

Canada is on the Board of Directors of each of the development banks to which it is a member. Despite recent cut-backs Canada still contributes generously to the funds managed by the regional development banks (see Tables 8 and 9) and in each of these institutions Canada ranks somewhere between the fourth and seventh donor.

Canada's policies towards the World Bank and the regional banks has been to support structural adjustment and growth policies, liberalisation of markets, and the strengthening of international integration. In fact, structural adjustment is part of the "Sharing Our Future" policy. Nonetheless, Canada has also worked to give structural adjustment "a human face", by working with the institutions in adjustment programmes and providing aid alongside structural adjustment to address the social impact of such programmes as for example to the Programme of Actions to Mitigate the Costs of Adjustment (PAMSCAD) in Ghana and by using its influence so that structural adjustment managers take account of social factors.

Canada has pushed for more transparency and information on the management of structural adjustment. In 1988 Canada abstained when the World Bank proposed a \$1.25 billion structural adjustment loan to Argentina without a prior IMF agreement. Canada generally supports the view that decisions on multilateral bank levels be based on economic/development reasons rather than political criteria. Nonetheless, Canada has abstained on a number of loans in situations where there were human rights violations.

It should also be noted that Canada has played an active role in the Consultative Group on International Agricultural Research (CGIAR) both financially and intellectually. Canada worked to broaden the concern of CGIAR into sustainable natural resource management and food security.

As part of its strategic management review in 1991, Canada conducted a review of its policy towards IFIs. While defending the role of multilateral banks based on sound economic and fiscal policy, Canada is at the same time working to expand the focus on sustainable development, poverty reduction and important cross-cutting issues such as environment and women in development.

In the World Bank Board of Governors in 1988 Canada proposed that the Bank publish environmental findings in its projects, draw more on NGO expertise, establish ecosystem guidelines and look for new ways of financing environmental projects such as by "debt for nature" swaps. Canada has pushed similar issues in other IFIs as well as a suggestion for NGO participation in the Global Environment Fund (GEF). However, Canada has not been notably active in those institutions focusing on the sustainability issue of excessive population growth.

B. The Commonwealth and *la Francophonie*

Canada is the only donor in both the Commonwealth and *la Francophonie*. A policy of seeking to provide 65 per cent of bilateral assistance to countries in these two groups set out in "Sharing our Future" was related not only to the fact that those countries were members of the two groups but also that members of them tend to be lesser developed countries. In 1991-92 the actual percentage provided to members of the two groups was about 31 per cent. The present foreign policy review will determine if the 65 per cent policy will be retained.

Canada has participated in the Commonwealth development programmes starting with the Colombo Plan in the 1950s. A Canadian, Mr. Arnold Smith, was the first Secretary-General of the Commonwealth (1965-75). Canada's participation spans many aspects such as the Commonwealth Fund for Technical Co-operation, the Commonwealth Consultative Group on Technology Management (to which Canada contributes), and the Commonwealth Human Rights Initiative (supporting networking with NGOs). Canada's activities in *la Francophonie* involve two levels of government, the Federal level and the Governments of *Québec* and New Brunswick.

Canada has pressed the idea that *la Francophonie* should go beyond cultural and training objectives and be involved in development, technology exchange, and economic discussions. Canada has advanced cross-cutting issues in *la Francophonie* such as setting up an agriculture-environment network and supporting positions in favour of human rights. The ACCT's *Institut de l'énergie des pays ayant en commun l'usage du français* (IEPF) is hosted by Canada in *Québec*.

Being in the position to encourage interaction between *la Francophonie* and the Commonwealth has enabled Canada to play a special role. For example Canada encouraged the institution of a common immunisation programme in francophone and anglophone Africa and worked for common positions with respect to Southern Africa. The participation of Canada in these two networks provides yet another dimension to Canada's multilateral programme.

Chapter IX

Selected Elements of the Aid Programme

A. Population

Canada started supporting population programmes in 1970 with assistance to UNFPA and the International Planned Parenthood Foundation (IPPF). Population and migration became a priority among five priority areas for Canadian Foreign Policy in the 1990s following the 1991-92 Foreign Policy Update. CIDA adopted a population policy in 1987. In December 1993, CIDA updated this policy and issued a draft statement for discussion on "Population and Sustainable Development", giving even more attention to this critical factor which CIDA officials admit has received insufficient attention.

CIDA's policy statement on population is exemplary in placing population growth as part of sustainable development in relation to health, gender and human rights issues. It addresses the growing and largely unmet need for family planning and calls for using a multi-pronged approach including policy dialogue, capacity development for data collection and analysis, information, education and communications, family planning services, measures in health and education for girls, and income generation activities for women.

The policy will be implemented through multiple delivery channels, including the UN, NGOs, and geographical programmes. In-house capacity in CIDA will need to be built up so that population considerations can be integrated into policy. This is vital because CIDA's in-house staff is limited (only two professionals) which constitutes a handicap. Present plans are to recruit one more population specialist.

Some CIDA officials concede that unless there is a focus for advocacy within CIDA, such as exists for WID and for environment, it is quite unlikely, given CIDA's corporate culture, that a cross-cutting issue like population will receive the attention that the population policy envisages. CIDA's new population policy statement could well serve as a model for other donors. It can only be hoped that it will be implemented energetically and that the organisational framework necessary to enable it to succeed will be adopted.

As noted in several parts of this report, with the exception of WID, the population factor does not appear well integrated into other policies (*e.g.* multilateral, environment, sustainable development). This suggests that strengthening population staff will be critical to success of the policy. Also Canada has done little in policy dialogue on the population issue either on the local level or in the multilateral context.

Implementation of CIDA's population policy will be particularly important since Canada's support for population assistance over the past decade has increased from a low level to only a modest level which has tended to taper off recently. According to UNFPA figures, (see report by Population Action International "Global Population Assistance", June 1993) Canada was the fifth largest donor to international population programmes in 1990 with about \$43 million but dropped to eighth in 1991 with about \$29 million.

B. Environment

In 1990 CIDA set up its Environment and Development Policy Division. In preparation for the UNCED, CIDA prepared a policy for environmental sustainability which calls for integrating environmental considerations into programming, capacity building in developing countries, and working internationally to integrate environmental considerations into programmes.

CIDA has taken environmental impact assessment seriously in project and programme design for many years and has well developed procedures on this issue and the staff resources necessary (some 15 environmental experts). CIDA has sponsored a number of initiatives in the environmental area including some quite innovative ones (*e.g.* CIDA's Debt Conversion Initiative enabling Latin American countries to convert ODA debt into local currency to finance sustainable development projects).

However, CIDA has done relatively little to bridge the gap between sustainability, environment and excessive population growth. Little reference is made to developing countries' population growth in CIDA's planning or what to do about it. It is difficult to imagine how a sustainable environmental programme, such as CIDA proposes, can succeed in the face of the excessive population growth experienced by many developing countries.

C. Women in development

Canada has been a leader in WID. Starting in 1984 CIDA developed a WID policy which has been updated over the years. In "Sharing Our Future" WID figured prominently. The most recent WID policy update was published in January 1993. CIDA is willing to tackle WID problems both through targeted projects for women and in an integrated manner. WID analysis must be included in all project proposals and CIDA staff are rated on the basis of their sensitivity to WID issues. An evaluation of CIDA's WID policy, 1984-92, found the strategy well conceived and that a good foundation had been laid for the future. WID efforts in the future will be focused on health, population and education as the areas where CIDA's WID specialists believe the most successful impacts have been made to date.

CIDA has tailor-made guidelines to integrate gender considerations into specific areas such as infrastructure, private sector, and energy. The WID and Gender Equity Division assures that gender issues are put into the mainstream of CIDA's training and provides a focal point for gender issues. Canadian WID specialists say that without a focal point in CIDA the gender issue would tend to be neglected. There are some 15 WID specialists on staff both in the WID Division and in other parts of the agency.

Examples of WID activities, in addition to training inside and outside CIDA, have involved setting baseline information and design strategies in Central America aimed at women gaining equitable access to project resources; a Women's Support Project in Indonesia to provide training and technical assistance on gender analysis; and help in Niger to draft the family law. CIDA also promotes WID issues in multilateral fora and IFIs. At UNCED, CIDA helped prepare Chapter 24 of Agenda 21 on women's issues and gender analysis. CIDA is acting as Regional Lead Donor in Francophone Africa in preparation for the UN World Conference on Women and Development.

D. Human rights, democratisation and good governance

In CIDA's Policy Branch a Good Governance and Human Rights Division was created in 1992 to articulate policy which is intended to be constructive and emphasize dialogue, avoid using conditionality as a blunt tool, and integrate these elements into CIDA policy. Punitive measures would be handled with a great deal of caution. CIDA has the lead role in programming issues relating to human rights and good governance while the Department of Foreign Affairs and International Trade has the lead role in establishing the basic parameters for integrating these themes into the overall foreign policy context.

Several fields of action have been identified related to dialogue, bilateral aid programming, and more coherent foreign policy. Partners outside CIDA are being consulted on the policy. The ICHRDD, while funded from the ODA budget, operates with independence and can pursue activities that a government agency could not, so CIDA believes there is complementarity between its work and that of the Centre.

E. Food aid, emergency and humanitarian assistance

Food aid is a major element in CIDA's programme and policies and is an integral part of the design in "Sharing Our Future". It projected growth of food aid at 5 per cent annually, 75 per cent to be allocated on a multi-year basis, 5 per cent to be untied, an increase of three-way co-operation, policies designed to avoid distortion and use of food aid to encourage agricultural development. In 1991-92 food aid accounted for about 14 per cent of total ODA (7 per cent bilateral and through NGOs, and 7 per cent multilateral mainly through WFP). CIDA uses three channels for food aid: multilateral, bilateral and NGO partnerships.

The number of food emergencies has been rising so that in 1992, 60 per cent of the food aid budget was required for humanitarian purposes, reducing the amount of food aid available for development purposes. CIDA's Food Aid Centre works to manage the food aid programme, both emergency and developmental, and to integrate

food aid and food security. CIDA recently led an evaluation of WFP in co-operation with Norway and the Netherlands.

F. Programme aid, lines of credit, food aid, and counterpart funds

In the past decade somewhat less than a third of bilateral ODA has been allocated to different forms of programme aid including lines of credit for fertiliser (usually potash), petroleum, industrial goods, and food aid. This type of aid is usually characterised as balance-of-payments support or support of structural adjustment, although with respect to food aid it might be called support for agricultural production. Clear guidance is not evident in CIDA procedures to assure that such aid does not substitute for current commercial exports or cause distortions, although CIDA officials advise that care is taken in programme designs in this regard. Canada typically has aligned its conditionality in programme assistance with World Bank/IMF prescriptions in structural adjustment and reform programmes, even while using its influence to take social factor into account.

This type of aid often results in the creation of counterpart funds generated from the sale of the imports. A report dated October 1993 by CIDA showed that in the five previous years 49 counterpart funds in 36 countries generated over C\$ 1.17 billion. CIDA is still considering its counterpart fund policy for which there are several models ranging from putting the funds in the recipient government's treasury as favoured by World Bank/IMF and *DAC Principles for Effective Aid* to tighter control including joint signature of projected funds. CIDA knows its management responsibilities increase when these funds are projectised. The CIDA report states: "It should be noted that the more specific the utilisation of counterpart funds is, the higher the management and monitoring costs will be, which implies greater responsibility for CIDA and more reporting obligations." p. 3 of French version) It is perhaps even more important to take fully into account the point that has been made in DAC and in the Special Programme of Assistance for Africa (SPA), that counterpart funds and their projectisation create enormous management problems for recipient countries which often have weak administrations unable to cope with collective demands of donors. The CIDA report on counterpart funds does not explicitly refer to DAC Principles or SPA guidelines on this subject. However, there is an excellent discussion of this in CIDA's Policy Discussion Paper "Economic Reform in Developing Countries" (undated) which points out that the "Creation of counterpart funds, by itself, does not multiply the benefits of an aid dollar. In fact, unless there are clear objectives set, counterpart funds created as an adjunct to the balance-of-payments support can undermine the primary objects set for that support without generating the intended secondary benefits." This paper also discusses Canada's development lines of credit and programme assistance.

G. Private sector development

Canada supports private sector development (PSD) with financial and technical assistance to small businesses, management training, support for business councils, the services of retired business executives and advisory services to developing country parastatals in fields such as energy, communications and transportation. The bulk of Canada's PSD activities, however, promote mutually beneficial linkages between Canadian and partner country enterprises through trade, investment, technology transfer or joint ventures in the Industrial Co-operation Programme. Under INC, qualified private sector applicants which meet the criteria and make acceptable project proposals to CIDA can obtain up to C\$ 100 000 for viability (feasibility) studies or up to C\$ 500 000 for investment support or for professional services (capital project studies and support).

INC, which represents about 2 per cent of total ODA or 3 per cent of bilateral ODA, is designed to benefit both Canadian and recipient country enterprises. An evaluation made in December 1992 did not call for fundamental changes in INC, only some clarification of goals and setting indicators. However, it also called for clarifying how INC relates to the PSDFund, which is a small pilot project operating in a few countries, and suggested that there was a possibility of overlap or duplication between the two mechanisms.

Under INC, CIDA shares the costs and risks and expects the recipient company to share benefits with CIDA through partial or full repayment of the contribution. The amount of such repayments was not included in the evaluation study noted above.

H. Technical co-operation

Human resource development is a major thrust of Canadian ODA and includes both free-standing and investment-related technical co-operation projects. In its training programmes, which are substantial, in 1992 there were over 22 000 students and trainees (both long- and short-term in host countries, third-countries and in Canada). Canada is progressing towards its goal of having 50 per cent female participation across the board. In 1992 the figure reached 37 per cent, having grown from 30 per cent in 1990. Over 7 000 technical co-operation personnel were financed in 1992 with efforts made to draw on nationals of developing countries to fill positions once filled by Canadians. A system for tracking progress on this issue has been established.

In line with its concern for reforming technical co-operation, CIDA is studying the experiences of other donors and holding Capacity Development Workshops with the private sector. A study of ways to improve recruitment of technical co-operation experts will be published in 1994. CIDA is also giving greater emphasis to institutional and managerial development aimed at sustainability.

I. Non-governmental organisations

The OECD Development Centre published a study, *Non-Governmental Organisations and Governments: Stakeholders for Development* (1993), which discusses the Canadian NGO programme more thoroughly than can be done here. As noted in Table 2 (Assistance by delivery channel) 8 per cent of total ODA and 13 per cent of bilateral ODA is channelled through NGOs (Voluntary sector). This may understate the amount since some NGOs are funded through other elements of the budget.

The Development Centre study raises questions about CIDA's NGO programme. Although "CIDA has traditionally been one of the most innovative NGO support agencies" the study talks about "a Plethora of 'Windows'" for NGOs saying that the number of special funds and "windows" created by CIDA for NGOs far exceeds that of any other DAC country. "... the average Canadian NGO is faced with a bewildering array of opportunities and problems in dealing with CIDA... From a CIDA management perspective, the problem is equally bewildering. Having created the funds, there is... pressure to maintain them... For CIDA, the way out... has been to contract management of the funds... to Canadian Council for International Cooperation (CCIC) or to "coalitions" of NGOs. While this makes life administratively easier for CIDA, it does nothing to relieve the problem for the individual NGO... It adds significantly to the cost of delivery when a new level of administration is added."

Despite these issues it should be kept in perspective that Canada has a strong NGO programme and that Canada, as the study notes, has more development assistance NGOs per capita than most OECD Member countries. CCIC has 118 member agencies and CIDA makes contributions to some 500 different organisations. CIDA officials think that supporting this wide variety and large number of NGOs encourages participation, entrepreneurship and creativity.

J. Regional co-operation

Canada has adopted a policy, Africa 21, which will give a higher profile to regional integration issues. CIDA hopes to play a "catalytic role" in supporting regional integration in Africa, to take a pro-active approach and to make regional integration the "lens" for viewing aid programming and other issues (debt and trade policies). CIDA has also prepared a Southern Africa Regional Policy Framework.

Because of good relations and linkages with Commonwealth countries, strong NGO programmes, and experience in regional co-operation in Southern Africa, Canada seems well placed to play an important role in Southern Africa. Moreover, Canada has long experience supporting regionalism in various parts of the world. Under its proposed strategy Canada would build on existing linkages, physical, human, institutional and economic involving the Southern African Development Community (SADC) and the Preferential Trade Area for Eastern and Southern Africa (PTA). Canada would plan to draw not only on bilateral resources, but join the efforts of its multilateral and partnership branches both in policy dialogue and in funding. Policies on regional co-operation such as Canada has adopted will require a great deal of donor co-ordination and co-operation, if they are to be successful.

K. Coherence and co-ordination

CIDA has recognised that its regional strategies require greater coherence in Canada's approach to developing countries. It has been pointed out by the North-South Institute that improvements in the Multi-Fibre Arrangement (MFA) on imports from Bangladesh – Canada's largest aid recipient – could equal C\$ 370 million, triple the aid budget for Bangladesh, and that Bangladesh only represents 1 per cent of the Canadian market for clothing. Escalating tariffs and anti-dumping measures are also said to target disproportionately developing-country targets. The main mechanism for discussing such questions and assuring internal co-ordination and coherence, the ICERDC, is chaired by Foreign Affairs and International Trade, and includes the President of CIDA, and representatives from Finance, the Treasury Board and other technical departments as required. ICERDC co-ordinates positions on aid, debt, and trade and CIDA has raised questions such as the MFA in the ICERDC.

L. Tied aid

In 1991/92, 40 per cent of Canadian bilateral commitments were untied, a substantially lower share than the DAC average of 59 per cent reported for 1990/91 (see Table 10). The remainder is made up of tied and partially untied aid, including transactions financing imports (28 per cent of total bilateral in 1991/92), commodity aid (11 per cent) and technical co-operation (22 per cent).

Table 10. Tying status of bilateral ODA commitments

	1981/82		1986/87		1991/92		P.M. Total DAC ^a 1990/91
	Current \$ million	Per cent of total	Current \$ million	Per cent of total	Current \$ million	Per cent of total	% of total
Directly financing imports	549	71.2	299	23.7	568	33.9	34.1
<i>of which:</i> a) Untied	110	14.2	98	7.7	114	6.8	14.8
b) Partially untied	—	—	32	2.6	71	4.2	3.9
c) Tied	439	57.0	169	13.4	383	22.9	14.2
Aid in kind	92	11.9	67	5.3	179	10.7	1.8
Not directly financing imports	—	—	57	4.5	466	27.9	40.4
<i>of which:</i> a) Budget and balance- of-payments support	—	—	—	—	—	—	13.0
b) Local cost	—	—	—	—	113	6.7	5.2
c) Debt relief	—	—	—	—	—	—	19.1
d) Other	—	—	57	4.5	354	21.1	3.0
Technical co-operation	130	16.9	78	6.2	462	27.6	23.1
<i>of which:</i> a) Untied	26	3.4	72	5.7	93	5.6	3.6
b) Partially untied	—	—	—	—	264	15.7	3.6
c) Tied	104	13.5	6	0.5	105	6.2	15.7
Total bilateral commitments	771	100.0	1 264	100.0	1 674	100.0	100.0
<i>of which:</i> a) Untied	136	17.6	227	17.9	673	40.2	59.1
b) Partially untied	—	—	32	2.6	335	20.0	7.5
c) Tied	635	82.4	242	19.2	666	39.8	32.9

a) Secretariat estimate on the basis of incomplete reporting.

The North-South Institute has called for Canada to move away from tied aid saying "Untying aid from Canadian commercial objectives is essential to allow CIDA to focus more concertedly on poverty alleviation". CIDA says that "Tied aid... reflects the legitimate concern of Canadians that the use of tax dollars for international development assistance should not subsidise competitors in other industrialised countries". From

1970 to 1987 Canada's policy was that 80 per cent of bilateral allocations were tied (except international shipping). Partnership programmes were untied and multilateral food aid was tied. "Sharing Our Future" authorised more untied aid. Bilateral programme assistance (other than food aid) for Sub-Saharan Africa and least developed countries could be 50 per cent untied. Bilateral assistance in all other countries (excluding food aid) could be one-third untied. Other somewhat complicated provisions apply.

Canada has pointed out the factors which will influence the current discussion on untying will be the Canadian public's opinion on overall aid policy, stakeholders interests in strategies and delivery mechanisms, parliamentarians' views, and the domestic economic situation.

M. Associated financing

Canada's programme for associated financing is modest [in 1992 under \$57 million, or 2 per cent of ODA, with \$26 million from CIDA and \$31 million from the Export Development Corporation (EDC)]. Small amounts of other public funds may also be provided on concessional terms in association with EDC credits which qualify for ODA if in compliance with the Helsinki package terms.

N. Debt

Canada has taken both bilateral and multilateral initiatives on the debt issue starting as early as 1978 when Canada forgave the ODA debt of the least developed countries. In 1987 Canada forgave all ODA debt owed by SSA (\$948 million) and forgave \$182 million of ODA debt of eleven Commonwealth Caribbean countries. At the UNCED Canada agreed to convert up to \$145 million of ODA debt of ten Latin American countries into local funds to finance environment and other projects.

In the Paris Club, Canada participates regularly in rescheduling and has worked to establish more concessional terms for the least developed countries. Canada chaired the international support group of G7 countries which helped Guyana clear its international debt arrears and regain access to IMF/World Bank lending.

O. Economic analysis and poverty alleviation

CIDA is studying ways to better support economic reforms in developing countries in its overall economic development policy review. One aspect of this determines how the interests of the poor can be better incorporated into macro-policy consistent with sound economic management particularly in view of the fact that poverty reduction has been a long-standing concern of CIDA (see CIDA's "Poverty Reduction – Policy Discussion Paper", 23 March 1994).

Canada's analysis distinguishes between relief or mitigation efforts and measures likely to lead to a sustainable reduction in poverty both among the urban and rural poor. This analysis has not been finalised as yet, but its general line suggests that CIDA should use balance-of-payments support as an "exceptional" tool and should put emphasis on sectors and institutions in the recipients' economy that are key to poverty reduction and sustainable development. Improved co-ordination within CIDA and the donor community and revised procedures on counterpart funds are among other ideas suggested.

P. Programme integration

Many Canadian programme documents speak to the issue of trying to integrate programming. This means that all of the aspects of Canada's aid to a particular country or region would be planned to reinforce each other. Probably the primary mechanism for doing this is through country or regional planning (Regional or Country Policy Development Framework). When CIDA deals with government initiatives, which is that part of the programme CIDA controls and implements, this calls for good internal co-ordination within the Agency. However, the partners programmes pose a different set of issues since it is the partners that propose, design and implement such activities. For NGOs, CIDA has contracted a large part of the management and even the approval process for such projects. CIDA's Policy on Consultation with Canadian (Civil Society) Stakeholders which was approved by the CIDA's Executive Committee in September 1993 is one mechanism aimed at assuring that civil society stakeholders are consulted, setting up a two-way movement whereby CIDA and stakeholders learn each

others ideas and intentions. However, when stakeholders are consulted about country and regional policies, this does not mean they will in all cases be knowledgeable about them when it comes time to propose or implement projects or even that they will necessarily concur in them. The link between such consultation and integrating Canadian activities in a country or a region has been somewhat tenuous. Canadian officials recognise the tension between integration and the desire to allow partners to propose their own ideas and projects. They are discussing ways of attenuating this problem even while accepting the idea that the tension between these two objectives may not be able to be resolved completely.

Q. Assistance to Central and Eastern European countries and the New Independent States

The Bureau of Assistance for Central and Eastern Europe in the Department of Foreign Affairs and International Trade manages Canada's programmes for CEECs/NIS. This Bureau, which is part of the Europe Branch has 65 positions in Ottawa, of which 58 are presently filled (41 officers, 17 support staff), and there are a further 35 positions in the field (10 Canadian officers, 11 local programme and 14 local support staff). The current head of the Bureau and 12 other officers have experience in project administration with CIDA, although the current staff are employed either directly by Foreign Affairs or through secondment to the Department. Assistance for CEECs/NIS is budgeted under the International Assistance Envelope line item called "Reserve" and represented about 5 per cent of the Envelope in 1993.

Canada started its programme for Poland and Hungary in 1989 to support reform (C\$ 11.4 million). Funding for FY 1993/94 is C\$ 113.8 million for CEECs/NIS. This assistance has three objectives: to promote the transition to market-based economies; to support democratic development; and to increase Canadian trade and investment links. The programme focuses on institution building, human resource development and policy advice.

In addition to providing bilateral technical assistance which since 1989 has involved 900 projects in 14 countries for about C\$ 150 million, the Bureau also has a cost-sharing programme to help Canadian firms develop joint ventures and trade and investment opportunities. It is named Renaissance Eastern Europe (REE). REE supports venture specific front-end studies, enterprise specific training, bilateral business councils, and trade fairs, seminars and missions. Since 1990 REE has committed over C\$ 13 million to 270 projects mostly in Russia, the Czech Republic and Hungary. Sectors of activity include construction, oil and gas, and machinery production.

Other elements of the programme include humanitarian assistance, the Canadian Nuclear Safety Initiative (C\$ 30 million to improve the safety of nuclear plants), and a multilateral programme (C\$ 5 million) for trust funds at the European Bank for Reconstruction and Development (EBRD) and World Bank, plus C\$ 1 million to special OECD programmes.

Projects are identified and developed on a combination of responsive and pro-active programming. Responsive programming involves potential partners initiating project proposals and submitting them to the Bureau. In pro-active projects a Canadian executing agent is selected through a competitive process to carry out Canadian government initiatives, respond to a recipient country request or to establish a programme management mechanism.

Evaluations of the technical assistance and REE programmes which were completed in 1993 were basically positive. Canadian officials believe the programme can be enhanced by more strategic planning, better project monitoring, evaluation and audit, and emphasis on public consultation and promotion of the programme.

Press Release of the DAC Aid Review of Canada

The Development Assistance Committee (DAC) of the OECD reviewed Canada's development co-operation programme and policies on 24 June 1994. The Canadian Delegation was headed by Mr. John M. Robinson, Vice President, Policy Branch, Canadian International Development Agency (CIDA). The examining countries were Denmark and France.

The Chair of the DAC, Mr. James H. Michel, summarised the main issues discussed in the Review:

- a) The DAC was seriously concerned about trends in Canadian ODA volume. According to preliminary figures, net ODA dropped by 10 per cent in real terms in 1993 to \$2.1 billion while the ratio of ODA to GNP dropped 6 points to 0.40 per cent. In 1993 Canada's ranking among DAC Members was eighth in volume and seventh in terms of effort expressed as a percentage of GNP, the same rankings as in 1992. The last budget announced a cut of 2 per cent in aid funding in 1994-95 with stable funding for the following two years. This will probably mean a further drop in real terms, which, prior to 1993, had occurred only once in the past decade, in 1989. The Committee's concern was that these steep declines in aid volume could seriously weaken Canada's highly-regarded aid programme, both in its substantial bilateral activities and in its traditionally strong multilateral contributions.
- b) The Committee was hopeful that these budget prospects can be strengthened in the context of Canada's major foreign policy review now under way. The Committee underlined its view that Canada has played a vital role as a global partner in international development co-operation and has made distinctive contributions to the stability, economic growth and human progress of large parts of the developing world, with notable development successes.
- c) The Committee discussed various aspects of Canadian aid, such as sustainability, population, raising standards of respect for human rights and the rule of law, governance, women in development, and the partnership programme, which involves large numbers of Canadian non-governmental organisations (NGOs), institutions, and the private sector. The Committee hoped that Canada would continue to pursue these programmes vigorously and encouraged Canada to increase population assistance, giving concrete form to its strategy for this important area. The Committee also discussed the management renewal of CIDA and its plans to strengthen evaluation activities and reporting on the effectiveness of aid.

Canada: Comparative aid performance

	ODA net disbursements 1993		Average annual growth in real terms 1987/88-1992/93 ^a	Grant element of ODA commitments (%) 1992 ^b	Aid appropriation as share of central government budget 1991 (%)	Share of multilateral aid 1992/93 ^c		ODA to LLDs Bilateral and imputed multilateral 1992	
	\$ million	% of GNP				% of ODA	% of GNP	% of ODA	% of GNP
Australia	953	0.35	0.8	100.0	1.3	26.3	0.09	20.5	0.07
Austria	547	0.30	11.1	94.8	0.6	24.5	0.07	20.4	0.06
Belgium	808	0.39	-0.0	(98.0)	(1.1)	19.9 (38.8)	0.08 (0.15)	33.8	0.13
Canada	2 136	0.40	-1.3	99.2	2.0	34.0	0.15	28.5	0.13
Denmark	1 334	1.03	4.3	100.0	3.2	38.3 (44.5)	0.39 (0.46)	35.3	0.36
Finland	355	0.46	-1.7	96.9	2.0	33.6	0.19	35.5	0.23
France	7 899	0.63	3.6	88.6	3.2	12.3 (23.0)	0.08 (0.14)	24.6	0.15
Germany	6 847	0.36	4.0	93.6	(2.4)	16.9 (32.8)	0.06 (0.12)	23.5	0.09
Ireland	77	0.19	3.7	100.0	0.6	16.5 (56.4)	0.03 (0.10)	32.2	0.05
Italy	2 909	0.30	-1.0	88.6	0.7	23.6 (42.1)	0.08 (0.14)	25.0	0.09
Japan	11 258	0.26	1.9	79.8	1.3	26.7	0.08	15.7	0.05
Luxembourg	45	0.32	15.4	100.0	1.2	16.9 (41.0)	0.05 (0.12)	32.8	0.09
Netherlands	2 516	0.81	-0.1	99.0	(2.7)	21.6 (31.0)	0.18 (0.26)	29.5	0.25
New Zealand	94	0.24	-0.4	100.0	0.5	24.1	0.06	19.7	0.05
Norway	1 014	1.01	1.0	99.5	2.0	35.0	0.38	45.9	0.53
Portugal	255	0.30	20.8	100.0	0.3	4.3 (20.8)	0.01(0.07)	72.9	0.26
Spain	1 301	0.27	32.3	80.1	(0.6)	5.6 (31.4)	0.02 (0.08)	10.0	0.03
Sweden	1 746	0.97	2.9	100.0	2.7	26.7	0.27	30.7	0.32
Switzerland	790	0.32	5.8	100.0	3.2	32.0	0.13	28.9	0.13
United Kingdom	2 893	0.31	1.7	100.0	1.2	25.8 (48.5)	0.08 (0.15)	31.4	0.10
United States	9 013	0.14	-2.1	99.2	0.8	31.3	0.05	20.9	0.04
TOTAL DAC	54 790	0.29	1.4	91.9	..	24.0 (31.3)	0.08 (0.10)	23.9	0.08
<i>Memo:</i>									
Unweighted average		0.45			1.7				

Notes:

... Indicates that data are not available.

a) For 1992 the total excludes forgiveness of non-ODA debt which is however included in individual donor disbursements as follows:

i) Export credits: Australia \$4 million, Austria \$25 million, Belgium \$30 million, France \$109 million, Germany \$620 million, Japan \$32 million, the Netherlands \$11 million, Norway \$47 million, Sweden \$ 7 million and the United Kingdom \$90 million.

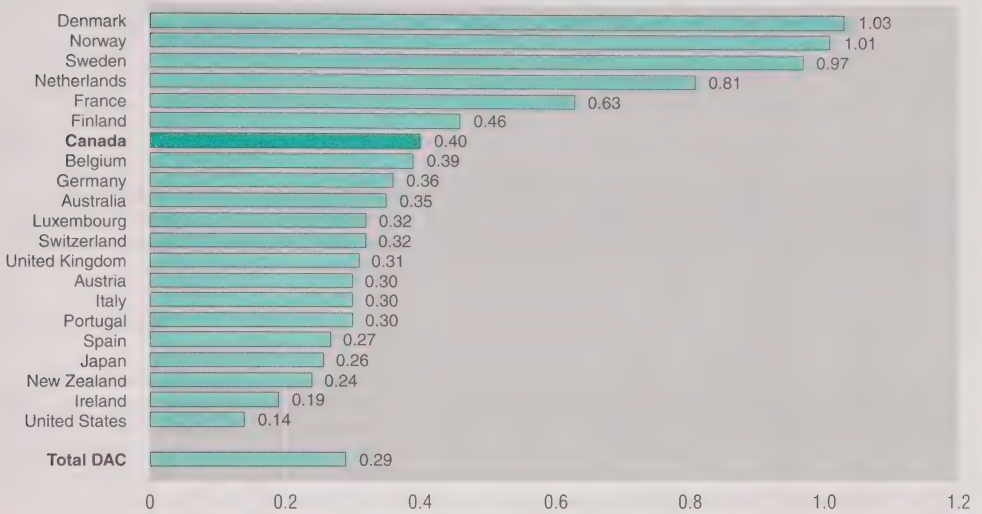
ii) Military debt: United States \$894 million.

b) Excluding debt reorganisation.

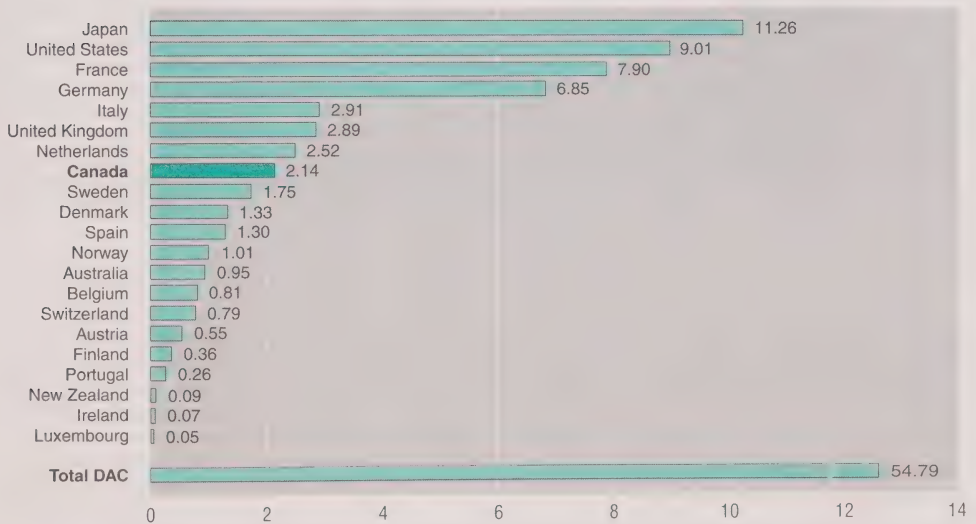
c) Excluding contributions to the EC; in brackets including contributions to the EC.

Net ODA from DAC countries in 1993

As % of GNP



\$ billion



Note by the Secretariat on the Canadian Aid Programme in Jamaica for the Review of Canada

Mission

Upon invitation by the Canadian International Development Agency (CIDA) an OECD Secretariat team visited Jamaica on 24-28 April 1994. Interviews with officials of CIDA and the Canadian High Commission, other donors, Jamaican officials, and with project technicians in site visits provided information for this report.

Jamaica's situation

One book describes Jamaica as "a living theatre of tough history". Jamaica became independent in 1962 and has had considerable growing pains: violent internal conflicts which drove investors away, Hurricane Gilbert in September 1988 which left 500 000 homeless, killed 45 and blew the roofs off three-quarters of the houses on the island (Gilbert was so traumatic that some Jamaicans count time by saying before or after Gilbert), and a huge government debt that weighs heavily on Jamaica's economic prospects.

The event that has most determined what Jamaica is today was the introduction of African slaves for the plantation economy starting in the 17th century and extending until 1834 when the slaves were emancipated. Ninety per cent of the Jamaican population has African ancestry. The numerous slave revolts and the rebellion of the Maroons, escaped slaves who fought the British for almost a century, are also part of that history as is Marcus Garvey, a Jamaican and a landmark figure of Black Nationalism. The Rastafarian Movement, based on the divinity of Haile Selassie, former Emperor of Ethiopia, is a uniquely Jamaican religious group.

Since independence in 1962, despite a commitment to pluralism and democracy, party rivalries and elections with a background of violence have characterised the turbulent political scene which left part of Kingston in ruin. It is being rebuilt, painstakingly, street by street, by urban renewal with donor support. As an island the size of Lebanon (the third largest in the Caribbean) with mountain peaks of 2 200 meters, Jamaica's economy is based on tourism, agriculture (sugar, bananas, coffee, citrus), bauxite-alumina and manufacturing. It has a 2.5 million population and an equal number is said to have emigrated to the United States, Canada and the United Kingdom. The production and trade of narcotics, along with violence and corruption, are noted as major problems in guide books about Jamaica.

Economic situation

Jamaica is ranked by the World Bank as a "severely indebted" lower middle-income country. Jamaican officials advised the Secretariat team that total external debt was on the order US\$4.7 billion equal to about 190 per cent of exports of goods and services or 130 per cent of GNP, one of the highest debt ratios in the region. Jamaica's interest payments as a percentage of exports of goods and services have doubled over the past decade. Concessional debt is about a quarter of total external debt and this is largely multilateral debt. Jamaica's dependence ratio on foreign assistance is relatively high since ODA accounted for over 5 per cent of GNP in recent years. With concessional flows of over US\$80 per capita, Jamaica receives comparatively a great deal of aid.

Since 1973 Jamaica has been affected by adverse terms of trade shocks, natural disasters (Hurricane Gilbert) and domestic policy inadequacies leading to two decades of almost no growth. Jamaica's per capita income of US\$1 380 at present is lower than in the early 1970s in real terms and one out of three Jamaicans live below the poverty line (US\$460 per annum).

Jamaica has received more International Monetary Fund (IMF) stabilisation packages since 1977 than any other country. These include three World Bank structural adjustment loans and three sectoral adjustment loans, and large balance-of-payments support from United States Agency for International Development (USAID), Canada and other donors. Since 1989 Jamaica has introduced reforms in privatisation, tax reform, liberalisation of trade and exchange rate regimes, and containing the fiscal deficit. Jamaica is presently working under a medium-term policy framework extending to 1994-95 and a World Bank approved public sector investment programme (PSIP). This reform programme is considered one of the strongest in the region. Reform in the foreign exchange regime is critical.

Canadian assistance to the Bank of Jamaica

In this area Canada is playing an important role in financing a Canadian expert as Governor of the Bank of Jamaica (BOJ). Heretofore, the BOJ was a troubled institution, responsible for servicing IMF and other loans, but which had incurred losses estimated in 1990 at 5.4 per cent of GDP. Canada is thus helping Jamaica to improve BOJ performance and to manage better the liberalisation of the foreign exchange regime. On the macroeconomic level this is one of Canada's important contributions.

Canadian programme

The Canadian programme in Jamaica is in transition. Since the early 1960s Canada has provided over C\$ 360 million as project assistance, commodity support, disaster relief and through the Partners programme [non-governmental organisations (NGOs) and private sector organisations]. Tables 11, 12, 13 and 14 show that since 1981 Canada has provided some US\$278 million (1981-92) and is the second bilateral donor. Jamaica has been a major recipient for Canada ranking between the 6th-15th highest recipient during that period.

A fourth of Canadian assistance has been BOP support (fertiliser and food aid). Canada is presently operating under a Country Policy Framework (CPF) (1992-97) aimed at helping Jamaica to achieve sustainable development under an integrated programme delivery of all CIDA channels with emphasis on debt reduction and financial stability, sound environmental management, institutional strengthening and reduction of poverty.

Following on the bilateral policy described above, CIDA amalgamated separate country programmes for the Commonwealth Caribbean (Jamaica, Guyana and Regional Programmes, and Eastern Caribbean) to bring them under the Caribbean Division. A Caribbean Regional Development Policy Framework (RDPF) was published (1993) and the Jamaica CPF was subsumed under it.

The RDPF is not a "regional" policy in the sense that all activities would be "regional". It is more a regional-bilateral programme to help countries in the region become more self-reliant, improve their competitiveness, strengthen environmental management, and where possible to strengthen regionalism either through bilateral or regional means. Other elements in the RDPF are human resource development, institutional development, and socio-economic reform. Cross-cutting considerations are promotion of regional integration/co-operation, WID/gender integration and facilitating Canadian-Caribbean linkages. Under these items it would be possible, under the RDPF, to support either national programmes or specifically regional programmes. The problem of security and narcotics, trade and investment following North American Free Trade Agreement (NAFTA), and good governance issues are treated in the RDPF. Policy dialogue and donor co-ordination, particularly in the Caribbean Group for Co-operation in Economic Development (CGCED) led by the World Bank, as well as with the Caribbean Development Bank and United Nations Development Programme (UNDP) are important elements for this.

Population

Although the RDPF notes that emigration pressures make it in the interests both of Canada and the Caribbean to relieve such pressures, no mention is made of population programmes in Canadian strategies for Jamaica or the region. Canada has done little on this issue either in policy dialogue or programming, although Jamaica has requested family planning activities from other donors (USAID, UNFPA, IPPF), has an active National Family Planning Board and the Government of Jamaica (GOJ) has agreed on a public sector family planning/contraceptive import programme. Jamaica's population growth has remained low, at 1.3 per cent, in part

Table 11. ODA net disbursements to Jamaica

Current US\$ million

	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	Total
United States	63	110	109	99	101	104	89	60	90	104	54	66	1 049
Canada	11	11	16	18	15	25	24	43	40	28	28	19	278
Japan	—	3	6	14	25	10	3	6	23	63	40	—	193
Germany	11	5	4	6	4	7	10	29	42	15	14	5	152
Netherlands	7	8	8	7	3	3	6	5	11	25	—	5	88
United Kingdom	13	6	4	1	4	3	5	9	4	7	6	5	67
Italy	—	1	3	6	3	4	4	18	12	4	2	5	62
Norway	1	3	3	2	2	2	3	3	2	3	2	1	27
France	—	2	—	3	1	1	—	—	1	1	4	5	18
China	10	—	—	—	-1	—	-1	—	—	—	1	—	9
NIS (ex-USSR)	—	—	—	—	—	—	—	—	—	9	—	—	9
Sweden	2	1	1	—	—	—	—	1	—	1	1	—	7
Saudi Arabia	—	—	—	—	—	—	1	—	1	—	—	—	2
Belgium	—	—	1	—	—	—	1	—	—	—	—	—	2
Ireland	—	—	—	—	—	—	—	—	—	—	—	—	—
Finland	—	—	—	—	—	—	—	—	—	—	—	—	—
Switzerland	—	—	—	—	—	—	—	—	—	—	—	—	—
Austria	—	—	—	—	—	—	—	—	—	—	—	—	—
Spain	—	—	—	—	—	—	—	—	—	—	—	—	—
New Zealand	—	—	—	—	—	—	—	—	—	—	—	—	—
Australia	—	—	—	—	—	—	—	—	—	—	—	—	—
Iraq	—	-1	—	—	—	—	—	—	—	—	—	—	-1
Total bilateral	118	149	155	156	157	159	145	174	226	260	152	111	1 962
CDB	9	5	7	—	—	1	2	2	4	4	3	2	39
EDF	12	3	3	5	3	6	7	4	14	7	8	8	80
IDB	17	17	9	5	3	3	6	7	3	-1	-5	-5	59
IFAD	—	—	—	2	1	3	3	—	—	—	-1	-1	7
UNDP	2	2	4	2	2	2	2	3	4	3	3	5	34
UNTA	—	1	1	1	1	1	1	1	1	1	1	1	11
UNICEF	—	—	—	—	—	—	—	—	1	1	1	1	4
WFP	—	—	—	—	2	1	1	2	6	6	3	2	23
Other multilateral	1	1	1	1	1	1	1	1	1	1	1	1	12
Arab agencies	2	1	—	—	-2	—	-2	-1	2	—	-1	-1	-2
Total multilateral	45	29	24	14	11	17	21	19	35	21	14	13	263
Total	163	178	179	170	168	176	166	193	261	281	166	124	2 225

because of emigration. The crude birth rate is 24 per 1 000 population, having dropped from 34 in 1970. This places Jamaica close to the average for lower-middle-income countries.

Canada portfolio

The Secretariat team was struck by the comparatively large number of projects in the Canadian portfolio for Jamaica including some 16 active projects, 4 recently completed projects, 21 partnership projects [both NGOs International NGOs (INGOS), and private sector] and 6 International Development Research Centre (IDRC) projects. The CPF confirms this impression noting that in addition to providing BOP (commodity support) "the desire of the programme to address other programme objectives led to a proliferation of numerous small to medium sized, short-term projects... While the thematic dispersion of the bilateral programme reflected CIDA's development priorities, many projects lacked the 'critical mass' and long term commitment to make a significant or lasting contribution." This comment is both honest and modest, because the Secretariat team believes that many elements of the Canadian portfolio are making significant contributions ("lasting" is much harder to predict).

Moreover, the managers of CIDA's programme appear to be doing an excellent job of piloting the programme into a new phase while administering and linking it to on-going projects. The Canadian programme as it is being directed can be grouped under three clusters of activities:

- a) An economic competitiveness cluster with projects such as a C\$ 3.8 million project for Jamaican Promotions Corporation (JAMPRO) to increase exports (*i.e.* produce and flowers) and a C\$ 4.9 million programme through the Agriculture Credit Bank to improve the operations of over 100 People's Cooperative Banks.
- b) An environment/agriculture cluster with projects such as Trees for Tomorrow (C\$ 10 million), the Green Fund (C\$ 2 million), Soils Nutrients for Agricultural Productivity (SNAP) (C\$ 47 million) and the new flagship project Environmental Action (ENACT) (C\$ 21 million), which is not yet fully operational, but which will deal with environmental management and policy. These projects will help Jamaica to upgrade watershed management, train personnel, strengthen institutions, and in general improve Jamaica's environmental management capabilities.
- c) A human resource development cluster where the C\$ 5 million Canada/Jamaica training project provides general funding for a variety of training and the Education/Training for Productivity with the College of Arts, Science and Technology (CAST) (C\$ 3.7 million) addresses both training and economic competitiveness by upgrading small business entrepreneurial skills.

A number of other projects fit into the above framework and in some cases they are extremely important in their own right. Canada, for instance, financed an aerial survey of the island, a critical tool for environmental and other types of planning. Two large BOP programmes were on the books. The food aid programme (C\$ 8 million), which generated counterpart funds from the sale of canned and salted fish imported from Canada, and the fertiliser programme (C\$ 40 million) are basically completed although the CIDA is still sorting out problems from the counterpart funds generated under those programmes. The Canada Fund (formerly Mission Administered Funds) is a C\$ 350 000 programme (annual) for small projects approved by the High Commissioner.

Bridge programme

One of Canada's most popular programmes is the Bridge Programme started in 1971 and which, after a quarter of a century, is in Phase VI. This is a highly visible and extremely successful programme on an island with rough terrain and a difficult transportation system. The Canadian programme has opened up agricultural areas and made vast physical improvements including the construction of some 70 major bridge structures and 170 smaller ones. The total project cost is about C\$ 28 million of which Canada provided C\$ 15 million (for steel and technical co-operation) and Jamaica provided C\$ 13 million for local costs, largely from counterpart funds derived from Canada financed imports.

Again, Canadian officials' modesty and self-critical analysis prevents them from claiming this to be as immensely successful a programme as most Jamaicans and other donors would assert that it is. Two points could be noted. First, the original design of the programme involving the import of Canadian steel bridges has been questioned. One theory suggests that using a concrete design would have enabled Jamaicans to build the bridges using locally available materials (cement and rebar) without having to import fabricated steel from Canada. To quote a Canadian evaluation report:

"... maybe the notion of sustainable development had not evolved to such a point where CIDA was ready to ask itself questions such as: is there a better way? One thing that is certain however is that fostering the construction of 'steel' bridges since 1967, we have progressively contributed to the loss of a skill that would have been more useful to the Ministry to retain, namely: the design and construction of concrete structures. Jamaica is a major regional producer and supplier of cement and in keeping in mind the notion of self-reliance, it would have been probably more useful for the country to build bridges using local materials instead of relying on the import of expensive steel."

Counter-arguments are that the steel bridges were faster and easier to build and involved Canadian export partners. Whether the economic return on the two approaches differ significantly is an issue the Secretariat was unable to explore. A proposal to add to the project a training/demonstration/ construction element for concrete bridges which would boost Jamaican capability to build concrete bridges has been sidelined.

The second point is whether the programme succeeded in creating a sustainable Jamaican capability apart from the concrete bridge design issue. Many observers would assert that this has been substantially successful, but there are also doubters. Dozens of Jamaicans have been trained at all levels including advanced degree programmes in engineering and the Ministry of Construction is performing at an immeasurably higher level thanks to the Canadian programme. It should be noted that other donors [World Bank, Inter-American Development Bank (IDB) and USAID] have also contributed in this sector, too. The Ministry has received 70 per cent of its budget request this year for maintenance which is amazingly good in the present Jamaican budget context.

Table 12. Total bilateral flows of resources from DAC countries to Jamaica

Current US\$ million

	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	Total
ODA net disbursements													
United States	63	110	109	99	101	104	89	60	90	104	54	66	1 049
Canada	11	11	16	18	15	25	24	43	40	28	28	19	278
Japan	-	3	6	14	25	10	3	6	23	63	40	-	193
Germany	11	5	4	6	4	7	10	29	42	15	14	5	152
Netherlands	7	8	8	7	3	3	6	5	11	25	-	5	88
United Kingdom	13	6	4	1	4	3	5	9	4	7	6	5	67
Italy	-	1	3	6	3	4	4	18	12	4	2	5	62
Other DAC countries	3	6	5	5	3	3	4	4	3	5	7	6	54
Total	110	152	156	156	158	161	146	173	226	252	151	113	1 954
OOF													
United States	-6	-5	-	47	40	10	-2	32	30	-	-	12	158
United Kingdom	1	5	6	15	0	-1	-0	24	25	17	34	-5	122
Italy	-	-	-	14	-1	-2	5	-	1	-	4	-2	20
France	-	-	-	-	3	-0	1	3	-	0	1	1	9
Netherlands	2	0	-	-	-0	-0	1	-0	5	1	1	-0	8
Canada	-3	-4	-3	-	2	-2	3	11	12	38	10	-55	8
Japan	5	-1	-1	-	-	-0	-0	-0	-	-0	-	-	3
Other DAC countries	-0	-	-	0	0	-0	0	-	0	-0	3	-3	0
Total	-1	-5	3	76	44	5	7	70	74	56	52	-53	327
Private non-concessional flows													
United States	12	49	42	53	-83	-120	8	39	67	-13	45	128	227
Germany	0	0	0	0	-0	0	5	26	1	0	2	0	34
Netherlands	-	-	-1	-	-1	1	-6	0	5	4	-5	21	18
United Kingdom	-4	3	8	5	-0	-10	6	7	-4	3	2	1	17
Norway	8	4	0	3	-2	-2	-4	5	-2	-4	-0	3	9
Finland	-	-	-	1	1	2	6	-1	-1	-	-	-	7
Sweden	-	4	-1	-	-1	-1	-0	-	-	-	-	-	1
Other DAC countries	8	-14	15	7	3	2	-2	-4	-19	-15	-12	9	-22
Total	25	47	63	69	-83	-128	13	71	47	-25	31	163	293
Total bilateral flows of resources	134	194	221	301	119	38	166	314	346	283	235	223	2 574

Table 13. Sectoral distribution of bilateral ODA commitments to Jamaica in per cent of total

	Transport and communic.	Energy prod. and distrib.	Agricult.	Industry and mining	Trade, banking, tourism	Education	Public health	Social infrastruct.	Import, BOP support	Unalloc.	Total bilat. commitm.
1980/81											
Australia	—	—	—	—	—	—	—	—	—	—	—
Austria	—	—	—	—	—	—	—	—	—	—	—
Belgium	—	—	—	—	—	—	—	—	—	—	—
Canada	—	—	47.3	—	—	—	—	1.2	50.5	1.0	100.0
Denmark	—	—	—	—	—	—	—	—	—	—	—
Finland	—	—	—	—	—	—	—	—	—	—	—
France	93.5	6.5	—	—	—	—	—	—	—	—	100.0
Germany	16.6	—	—	13.7	—	—	—	—	69.8	—	100.0
Ireland	—	—	—	—	—	—	—	—	—	—	—
Italy	—	—	—	—	—	—	—	—	—	—	—
Japan	—	—	—	—	—	—	—	—	100.0	—	100.0
Luxembourg	—	—	—	—	—	—	—	—	—	—	—
Netherlands	5.2	—	—	—	—	—	9.0	3.4	82.4	—	100.0
New Zealand	—	—	—	—	—	—	—	—	—	—	—
Norway	—	—	—	—	—	100.0	—	—	—	—	100.0
Portugal	—	—	—	—	—	—	—	—	—	—	—
Spain	—	—	—	—	—	—	—	—	—	—	—
Sweden	—	—	—	—	—	13.0	—	21.8	65.2	—	100.0
Switzerland	—	—	—	—	—	—	—	—	—	—	—
United Kingdom	—	—	—	—	—	—	—	—	100.0	—	100.0
United States	—	2.6	4.5	—	—	0.4	2.6	1.3	88.6	—	100.0
Total	3.3	1.4	5.8	1.3	—	1.2	2.7	1.6	82.6	0.1	100.0
1990/91											
Australia	—	—	—	—	—	—	—	—	—	—	—
Austria	—	—	—	—	—	100.0	—	—	—	—	100.0
Belgium	—	—	—	—	—	—	—	—	—	—	—
Canada	—	1.3	63.2	—	3.2	9.3	—	0.5	22.2	0.2	100.0
Denmark	—	—	—	—	—	—	—	—	—	—	—
Finland	—	—	—	—	—	—	—	—	—	—	—
France	37.3	—	—	—	—	—	—	62.7	—	—	100.0
Germany	—	—	65.9	—	—	—	—	—	34.1	—	100.0
Ireland	—	—	—	—	—	—	—	—	—	—	—
Italy	—	—	0.9	—	—	45.5	28.5	—	25.2	—	100.0
Japan	—	—	99.6	—	—	0.4	—	—	—	—	100.0
Luxembourg	—	—	—	—	—	—	—	—	—	—	—
Netherlands	—	—	6.6	—	—	—	4.1	9.1	80.3	0.0	100.0
New Zealand	—	—	—	—	—	—	—	—	—	—	—
Norway	—	—	—	—	—	100.0	—	—	—	—	100.0
Portugal	—	—	—	—	—	—	—	—	—	—	—
Spain	—	—	—	—	—	—	—	—	—	—	—
Sweden	—	—	—	—	—	—	—	—	—	—	—
Switzerland	—	—	—	—	—	—	—	—	100.0	—	100.0
United Kingdom	—	—	—	—	—	—	—	—	100.0	—	100.0
United States	—	—	6.2	—	6.3	4.0	4.3	2.3	75.7	1.2	100.0
Total	0.8	0.3	40.7	—	2.9	5.0	2.2	3.3	44.5	0.5	100.0

Whether after a quarter of a century of Canadian investment in this sector the Ministry will run on a sustainable basis and carry out maintenance on the assets this programme has provided is the question in suspense. There are sufficient funds in counterpart accounts to keep the programme running for two more years, but Canadian technical assistance has basically ended. This is a case where one would have to re-visit Jamaica in five years to answer the sustainability question on this programme. One thing is certain: the training, institutional

Table 14. Sectoral distribution of bilateral ODA commitments to Jamaica in US\$ million

	Transport and communic.	Energy prod. and distrib.	Agricult.	Industry and mining	Trade, banking, tourism	Education	Public health	Social infrastruct.	Import, BOP support	Unalloc.	Total bilat. commitm.
1980/81											
Australia	-	-	-	-	-	-	-	-	-	-	-
Austria	-	-	-	-	-	-	-	-	-	-	-
Belgium	-	-	-	-	-	-	-	-	-	-	-
Canada	-	-	4.2	-	-	-	-	0.1	4.5	0.1	8.8
Denmark	-	-	-	-	-	-	-	-	-	-	-
Finland	-	-	-	-	-	-	-	-	-	-	-
France	1.1	0.1	-	-	-	-	-	-	-	-	1.2
Germany	1.8	-	-	1.5	-	-	-	-	7.8	-	11.1
Ireland	-	-	-	-	-	-	-	-	-	-	-
Italy	-	-	-	-	-	-	-	-	-	-	-
Japan	-	-	-	-	-	-	-	-	4.8	-	4.8
Luxembourg	-	-	-	-	-	-	-	-	-	-	-
Netherlands	0.9	-	-	-	-	-	1.6	0.6	14.9	-	18.0
New Zealand	-	-	-	-	-	-	-	-	-	-	-
Norway	-	-	-	-	-	0.9	-	-	-	-	0.9
Portugal	-	-	-	-	-	-	-	-	-	-	-
Spain	-	-	-	-	-	-	-	-	-	-	-
Sweden	-	-	-	-	-	0.2	-	0.4	1.2	-	1.8
Switzerland	-	-	-	-	-	-	-	-	-	-	-
United Kingdom	-	-	-	-	-	-	-	-	11.2	-	11.2
United States	-	1.5	2.7	-	-	0.2	1.6	0.8	52.6	-	59.3
Total	3.9	1.6	6.8	1.5	-	1.4	3.2	1.9	96.7	0.1	117.0
1990/91											
Australia	-	-	-	-	-	-	-	-	-	-	-
Austria	-	-	-	-	-	0.0	-	-	-	-	0.0
Belgium	-	-	-	-	-	-	-	-	-	-	-
Canada	-	0.5	25.3	0.0	1.3	3.7	0.0	0.2	8.9	0.1	40.1
Denmark	-	-	-	-	-	-	-	-	-	-	-
Finland	-	-	-	-	-	-	-	-	-	-	-
France	1.7	-	-	-	-	-	-	2.8	-	-	4.5
Germany	-	-	7.7	-	-	-	-	-	4.0	-	11.7
Ireland	-	-	-	-	-	-	-	-	-	-	-
Italy	-	-	0.0	-	-	0.8	0.5	-	0.4	-	1.7
Japan	-	-	44.5	-	-	0.2	-	-	-	-	44.6
Luxembourg	-	-	-	-	-	-	-	-	-	-	-
Netherlands	-	-	1.5	-	-	-	0.9	2.0	18.0	-	22.4
New Zealand	-	-	-	-	-	-	-	-	-	-	-
Norway	-	-	-	-	-	2.6	-	-	-	-	2.6
Portugal	-	-	-	-	-	-	-	-	-	-	-
Spain	-	-	-	-	-	-	-	-	-	-	-
Sweden	-	-	-	-	-	-	-	-	-	-	-
Switzerland	-	-	-	-	-	-	-	-	0.0	-	0.0
United Kingdom	-	-	-	-	-	-	-	-	4.9	-	4.9
United States	-	-	4.5	-	4.6	2.9	3.1	1.7	55.2	0.9	72.9
Total	1.7	0.5	83.6	-	5.9	10.2	4.5	6.8	91.3	1.0	205.4

development and the infrastructure provided by this Canadian programme are invaluable to the nation's economic growth and every other sector is dependent on them, in particular tourism and agriculture.

The above programmes are under "government initiatives" but there is another part of the Canadian ODA programme to Jamaica through Canadian partners. Since 1986 some 55 Canadian institutions (NGOs, INGOs, and other institutions) have carried out projects in health and nutrition, education, population and human

settlements, and agriculture for about C\$ 10 million. Also, IDRC has financed some C\$ 5 million in health sciences, agriculture, food and nutrition sciences, and social sciences.

Evaluation and aid effectiveness

Many of the major elements of the Canadian programme in Jamaica have been evaluated as part of the regular project planning and implementation process. Moreover, CIDA is in the process of attempting to step back from individual evaluations and to draw up a balance sheet of what has been learned in the Jamaica programme. An initial effort in this regard, prepared by a consultant based on written project evaluation material but with input from CIDA Jamaica programme staff, appeared in April 1994, entitled 'Lessons learned: CIDA in Jamaica'. This attempt to conduct such an evaluative effort is noteworthy because it points up the difficulty of trying to draw general conclusions from a country programme. There are many factors at play in such work: the enormous amount of information to be digested; the varying quality/perspective of such information; isolating the impact of the Canadian contribution from other factors; independence of the consultant doing the work; and host country sensitivities, to name but a few.

Canadian organisation

In Jamaica there are three CIDA officers (a counsellor and two first secretaries) with a small support staff working closely with the High Commission. The Canadian Co-operation Office (CCO) with a staff of 15 provides operational support. The CCO is contracted to a Jamaican firm. In other Canadian programmes this is called a programme support unit. Since it is run by Jamaicans it provides invaluable continuity and a knowledge base about the country. It is hard to imagine how the programme could run with any measure of efficiency under Canadian standards without such an operational, programme support unit unless either the CIDA officer contingent or the local hire staff were expanded greatly.

The delegated authorities to the field include contracting authority up to C\$ 100 000, local contract selection, and the approval of sub-projects under projects approved by CIDA headquarters.

Other donors

The largest bilateral donor in Jamaica is USAID whose programme is aimed at increasing foreign exchange earnings and employment, improving environment management and protection, promoting healthy, smaller families, and promoting democracy. USAID has 12 officers in the mission and a support staff. Japan's programme includes water supply, telecommunications, agriculture sector adjustment, training, and a large multi-faceted project for Northern Jamaica. There are no Japanese development officers assigned to Jamaica. A first secretary in the embassy follows the programme which is essentially operated from headquarters. The United Kingdom's programme (£5 million over three years) is helping to strengthen the police force and providing training. It is managed from the Barbados-based Development Division of the Overseas Development Administration.

The World Bank has recently established an office in Jamaica, and UNDP, the IDB, and the Commission of the European Union have offices and programmes. See Graphs 2, 3 and 4 for information on the levels of other donor programmes.

Co-ordinating aid

Donors, including Canada, deal with the GOJ through the Planning Institute of Jamaica (PIOJ) which is under the Ministry of Finance. PIOJ has about 70 staff. Donors meet with PIOJ as needed to co-ordinate their aid programmes. PIOJ prefers to deal with each donor individually. UNDP has organised different types of aid co-ordination including sectoral sub-groups (*i.e.* for environment) in which Canada actively participates. The arrival of the World Bank's resident representative may have some influence on aid co-ordination but it is too early to tell.

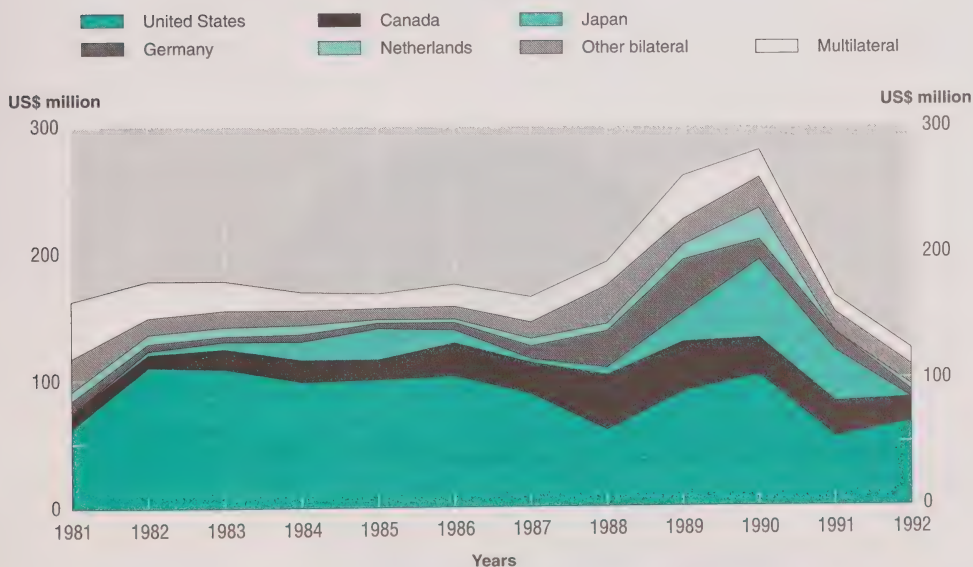
Most donors feel that aid co-ordination is weak and that PIOJ needs more resources and strengthening, or it should be folded into the Ministry of Finance, and given a stronger mandate. On the whole, the aid co-ordination

picture in Jamaica looks much like that of other developing countries, where the host government prefers to deal with donors on an individual basis, where UNDP or the World Bank get donors together for discussions and sometimes in sub-groups for sectoral discussions. Yet many donors representatives feel that the aid co-ordination system could be more effective. The aid co-ordination that does take place is often worthwhile and effective, particularly at the sectoral level. However, it falls short by a considerable margin of its full potential of helping the recipient country to make optimum use of external resources and ensuring that such resources are used in an integrated way with domestic resources in support of appropriate development priorities (to paraphrase the World Bank).

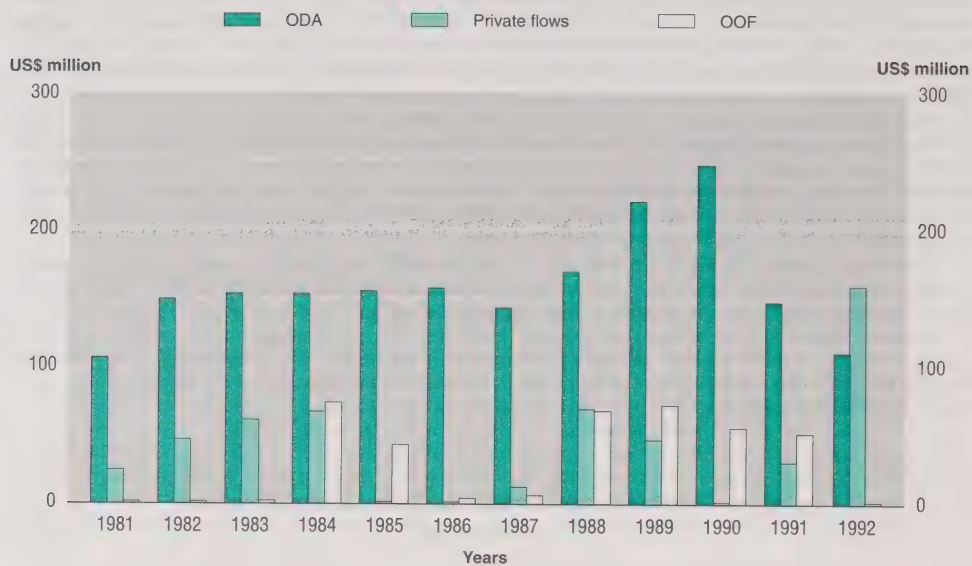
It is generally acknowledged among donors and many Jamaicans that good governance will be an essential question for the future in Jamaica. The World Bank will be leading an effort at public sector reform which will touch on some extremely sensitive issues, among which is public sector employment. The UNDP has completed a National Technical Co-operation Assessment and Programme (NaTCAP) but the GOJ has not yet accepted it. How these two efforts, NaTCAP and the World Bank's public sector reform programme will relate to each other, is not something the Secretariat team was able to resolve.

However, the team was impressed with the fact that Jamaica is a developing country with great potential – natural resources, a highly articulate, talented population and one of the most beautiful locations on earth. It is a serious question whether any combination of donor assistance could have done a better job of helping to prevent the problems Jamaica has encountered up to now – excessive debt, poor management of public affairs, drug related corruption, political violence, and considerable poverty amid wealth. How external support can contribute better in the future to resolving some of those problems is a question that Canada and the handful of other major donors are now focused upon.

Graph 2. **ODA net disbursements to Jamaica from all sources**
Current prices

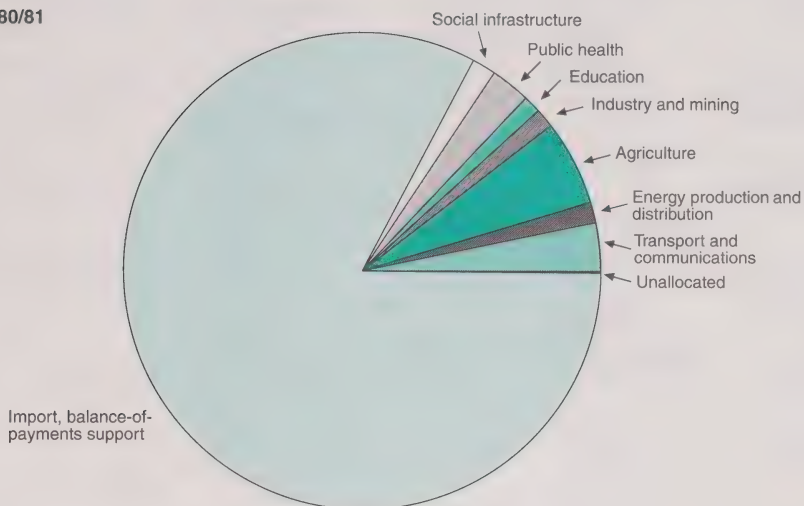


Graph 3. Total flows to Jamaica from DAC countries
Current prices

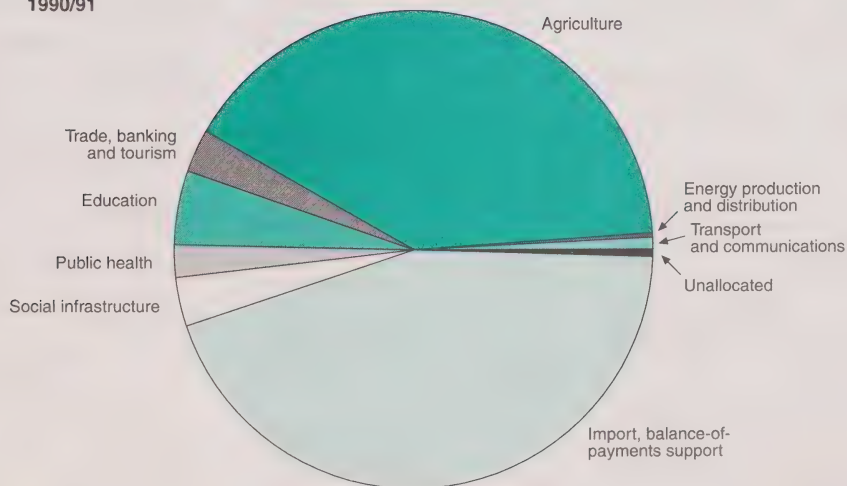


Graph 4. **Sectoral distribution of bilateral ODA commitments to Jamaica**
Total DAC countries

1980/81



1990/91



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